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ABSTRACT

The Foster Grandparent Program (FGP) focuses on three objectives: (1) To provide low-income elderly persons with an opportunity to participate in their community, (2) To provide financial assistance to low-income elderly persons, and (3) To provide social, psychological, and educational benefits to children with developmental disabilities. Cost-benefit analysis applied to this program was limited to five categories; (1) Federal administrative costs, (2) grantee administrative cost, (3) delegate administrative costs, (4) host institution administrative costs, and (5) project operating costs. Parts of the program that need improvement include: (1) delivery mechanisms and administering agencies, (2) program regulations, and (3) program administration and operation. (CK)

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I. PROGRAM BACKGROUND AND STUDY OBJECTIVES

I. PROGRAM BACKGROUND AND STUDY OBJECTIVES

1. OBJECTIVES OF THE FOSTER GRANDPARENT PROGRAM

The Foster Grandparent Program (FGP), authorized under Title VI of the Older Americans Act, is an older person's program that mobilizes the experiences and capabilities of elderly persons to serve children with special needs. The program focuses on three primary objectives:

- To provide low-income elderly persons with an opportunity to participate in and effectively contribute to their community, to enjoy the self-respect and feeling of usefulness, and to actively and personally contribute to the welfare of children
- To provide financial assistance to elderly persons living on below-poverty level incomes in order to facilitate their participation in the program
- To provide social, psychological, and educational benefits to children with developmental disabilities and other special needs through the development of a person-to-person relationship between foster grandparent and foster grandchild

To qualify for participation in the program, prospective foster grandparents must be at least 60 years of age, have an income below the poverty line, be in reasonably good health, and

have a concern and interest in the well-being of children. Children who are recipients of foster grandparent care must be 17 years of age or younger. Children are assigned on the basis of their potential for improvement in personal or social adjustment and skill development, or on the basis of unmet needs for a personal adult relationship, support, and love.

2. PROGRAM ORGANIZATION AND OPERATION

The FGP has undergone a number of administrative changes since its inception in 1965. Originally, the program was administered jointly by the Department of Health, Education, and Welfare and by the Office of Economic Opportunity. In 1969, the program became the exclusive responsibility of the Administration on Aging, HEW, and finally, in 1971, it was transferred to ACTION. Recently, ACTION has been involved in the process of creating and staffing regional offices. It is anticipated that the regional offices will be responsible for funding decisions and that the central office will retain responsibility for policy formulation, planning, and evaluation.

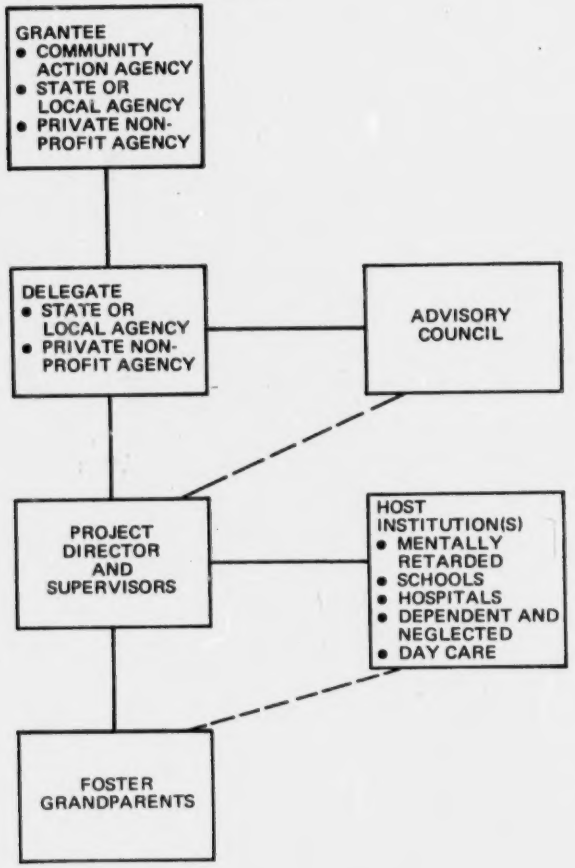
There are two primary variations in the way projects are organized. In the first variation (the Grantee/Delegate Model) shown in Exhibit I, following this page, a grantee agency assumes overall responsibility for a project, but delegates operating

EXHIBIT I

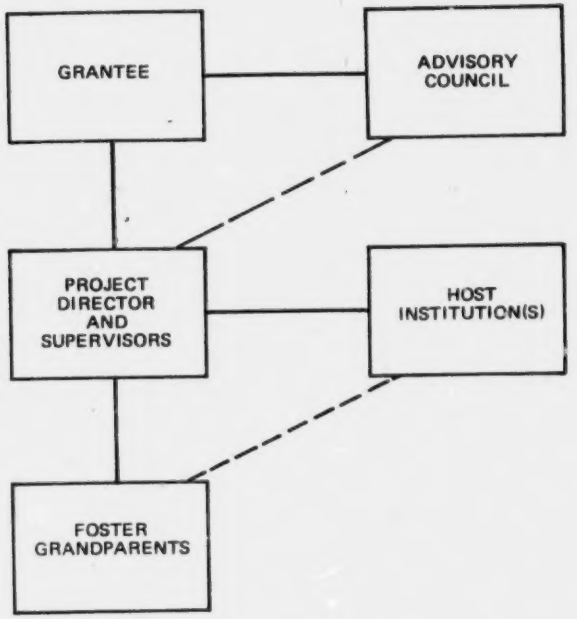
ACTION

PROJECT ORGANIZATION MODELS

GRANTEE/DELEGATE MODEL



GRANTEE MODEL



responsibility to a delegate agency. The grantee generally retains responsibility for Federal meeting fiscal requirements, but does not participate in day-to-day operational matters. Depending upon the agreed division of responsibilities, either the grantee or the delegate assumes responsibility for record keeping, accounting, and personnel administration and for the supervision of the project director. The delegate is also charged with the responsibility of administering the advisory council and conducting a yearly project evaluation. The project director supervises day-to-day operations of the project, coordinates project operations with one or more host institutions, and, either through his staff or the staff of the host institution, supervises the activities of the foster grandparents.

In the second major variation (the grantee model), the delegate agency is eliminated, and the grantee assumes the delegate's operational functions.

Other variations that occur less frequently include (1) the host institution acting as a delegate, and (2) the host institution acting as a grantee in the grantee model. The exact division of responsibility in any of the project models is subject to agreement among the different agencies.

3. ACTIVITIES OF FOSTER GRANDPARENTS

Foster grandparents meet a broad range of children's needs in a wide variety of settings. Foster grandparents function in hospital settings with premature and failure-to-thrive babies; with children who have been burned, battered, or neglected; with chronically ill children; and those under general pediatric care. In the hospital setting, the foster grandparents' objective is to provide the warm physical contact, support, and security that help facilitate the child's progress in the setting.

Foster grandparents operate in institutions for the mentally retarded with children of every degree of retardation and level of functioning. Their purpose is to provide continuous stimulation, repetition, and reinforcement, to assist the child in developing relationships necessary for learning, and to fulfill the child's need for individual attention that often cannot be met by institution staff. Some foster grandparents work with moderately retarded children, and assist in providing the encouragement and support that the child will require for successful integration into the community. Many foster grandparents assist in teaching severely and profoundly retarded children basic self-care and motor skills; they help provide exercise and learning experiences and provide the personal care and one-to-one relationships necessary for

progress. Foster grandparents work with total care patients--profoundly retarded children with severe physical handicaps and disabilities. They provide mother-love, stimulation, and exercise to these children who have perhaps the least potential for development and participation in normal community and family life, but with perhaps the greatest unmet need for individual attention and warm physical contact.

Foster grandparents function in school settings on a one-to-one basis or in small groups with socially and culturally deprived children, slow learners, or children who fail to function satisfactorily at their grade level. By providing emotional support, individual tutoring assistance, and a nonthreatening environment, foster grandparents help the children develop basic learning skills that will assist them to perform adequately and compete successfully in class activities, and facilitate their successful progress to the next grade level.

In institutions for dependent and neglected children, foster grandparents provide a one-to-one relationship to parentally deprived infants, toddlers, and youths. They contribute to an atmosphere that more closely resembles a normal family environment and deemphasizes the dysfunctional aspects of institutionalization while helping to facilitate the social and emotional development of the children.

Foster grandparents function also with adolescents and youths in correctional institutions, where their purpose is to help meet the youths' need for the development of meaningful relationships with nonauthoritative persons. Foster grandparents help provide a stabilizing effect in the institution, help create a family atmosphere, and act as a link to normal community life.

In addition to the settings indicated above, foster grandparents perform in other educational, welfare, and related settings with children who require a one-to-one relationship with a mature adult.

4. SOCIAL AND ECONOMIC CHARACTERISTICS OF THE FOSTER GRANDPARENTS

Foster grandparents are representatives of a segment of our population that is afflicted by a number of problems which, although present throughout society, occur to a magnified degree among the elderly. Many live on fixed incomes in dire poverty; they face increasing health problems and changing nutritional needs. Many suffer from extreme loneliness--having lost husbands or wives and friends and living separated from their families. Wishing to be active and to utilize their knowledge and experiences to make productive contributions to society, they have often been forced into unproductive, inactive lives.

During the field survey, approximately 900 of the 4,500 foster grandparents were interviewed, and information was collected concerning their social and economic characteristics. The findings discussed below not only describe the foster grandparent population, but provide some indications of the types of problems inherent among this population.

(1) The Majority of Foster Grandparents Are Over 65, Female, Widowed, and Live Alone

Approximately 90% of the foster grandparents are 65 years of age or older with 33% between the ages of 72 and 80. Five percent of the grandparent population is over the age of eighty. The large majority of foster grandparents (79%) are female. Sixty-two percent of the grandparents are widowed and twenty-six percent are currently married.

The educational backgrounds of the foster grandparents are varied, although most have achieved a relatively limited amount of formal education. Fifty percent of the participants terminated their education at or before the eighth grade. Thirty percent had some high school, and thirteen percent attended college.

It was found that most foster grandparents live by themselves in homes or apartments. Forty-three percent

live with relatives, including children, husbands or wives, or with friends. The remaining 3% live in a variety of other situations both alone and with others in mobile homes, boarding houses, hotels, motels, etc.

(2) The Majority of Foster Grandparents Had Retired From the Labor Force

It was found that only 33% of the foster grandparents were employed in the year before they joined the Foster Grandparent Program. More than 80%, however, were employed at some time during their lives; the majority in blue-collar, clerical, or domestic positions. Approximately 10% of the foster grandparents were in professional or white-collar positions, while 10% worked on farms or were self-employed.

The program increased the living incomes for the majority of grandparents. More than 75% indicated that their financial status was improved through participation in the program, as compared to the year before they joined the program. The remainder indicated that their financial status is no better or worse now than in the year before becoming a foster grandparent, presumably because they were employed during that year.

(3) Few Foster Grandparents Received Welfare Benefits Prior To Joining the Program

Although many of the foster grandparents had incomes low enough to qualify for welfare, less than 10% received public assistance payments in the year prior to joining the program. Only 8% were receiving food stamps or surplus commodities before joining the program, 5% lived in public housing, and 4% received Medicaid. The number of current public assistance recipients among the foster grandparents is dramatically lower. Only 3% of the participants currently receive welfare payments, and 5% participate in the food stamps program. Two percent currently receive Medicaid. The percentage of foster grandparents living in public housing increased, somewhat, to 7%.

These findings reinforce and emphasize the theory that elderly persons qualified for welfare programs participate at a lower rate than the general population. Many of the elderly perceive welfare as a "dole," not a right; and would rather live at a poverty level subsistence than receive welfare. The findings also indicate that the Foster Grandparent Program does reduce the occurrence of public assistance among those who participated in welfare before joining the program.

(4) The Majority of Foster Grandparents Identified the Foster Grandparent Program as One of the Most Important Events To Occur During the Last Five Years of Their Life

Foster grandparents were asked to identify the three things that have most affected their lives during the last five years. Seventy-five percent of the foster grandparents indicated that their participation in the program was among the most important. Slightly less than half indicated that matters relating to their families were more important, and more than 20% cited their own health problems or accidents. Twenty percent responded that the death of a husband or wife occurred during the past five years, having a significant effect on their lives. Several cited financial problems or lost income, a change in living arrangements, and retirement as events that most affected their lives over the past five years.

5. OBJECTIVES OF THE COST-BENEFIT ANALYSIS

The primary objectives of the analysis are to: (1) determine the costs and benefits of the program as it currently operates, and (2) to provide information relevant to future resource allocation and policy decisions.

(1) Determination of the Costs and Benefits of the Program

A methodology has been developed and implemented to:

- Measure actual program costs
- Identify the major beneficiaries of the program and the types of benefits that accrue to each
- Measure the total quantifiable economic and noneconomic benefits of the program

In addition to measuring total costs and benefits, the analysis includes an examination of areas pertinent to the operation of the current program. These include observations on the effectiveness of current program delivery mechanisms and the relative impact of various types of operating agencies. In addition, the analysis includes a comparison of the relative benefits of the Foster Grandparent Program and volunteer programs performing similar services in the same setting, with emphasis on the relative quality of child care provided by each group.

(2) Development of Information for Future Resource Allocations and Policy Decisions

The second major objective of the analysis includes an examination of costs and benefits by type of program

setting. The purpose of this aspect of the evaluation is to provide information that can be used to evaluate different types of settings and to identify program factors that affect both costs and benefits within types of settings. Major considerations necessary for a comprehensive and sensitive appraisal of the setting types most suitable for future expansion are discussed in detail in Chapter III.

To assist program administrators in determining the future potential foster grandparent market, the analysis includes an estimate of the supply-demand relationship of the Foster Grandparent Program. The supply of persons qualifying for foster grandparent positions under current age and income requirements and under modified requirements is estimated; the demand for foster grandparent services by children with special needs and developmental disabilities, who are currently eligible, and the potential demand under modified recipient requirements are also assessed.

A third study component geared toward providing information for resource allocations and policy decisions, based on interviews with host institution administrators, is an examination of the viability of the foster grandparent role as an occupation independent of Federal support.

II. METHODOLOGY

II. METHODOLOGY

A. COST BENEFIT METHODOLOGY

Cost-benefit analysis involves the comparison of program outputs to program inputs for the purpose of evaluating programs and program alternatives. Program resource inputs are always translated into dollar costs and, in the traditional cost-benefit analyses, program outputs (benefits) are given dollar valuations. Because both inputs and outputs are measured in the same dimension, the comparison of costs to benefits yields a simple answer to a program decision and depends only upon the ratio of benefits to costs.

The problem encountered in applying cost-benefit theory to social programs is the difficulty of placing a dollar value on program outputs such as lives saved, increased happiness, or increased personal independence. When an attempt is made to do so, the dollar valuation schemes are often so arbitrary or, at best, judgmental that they tend to discredit the entire analysis. On the other hand, if the difficult to quantify outputs are ignored, there is real danger that the true value of a program will be considerably understated.

With these considerations in mind, a cost-benefit methodology for the Foster Grandparent Program was developed in which benefits were divided into two broad categories. The first are those benefits that could be undisputably valued in dollars, i.e., economic benefits. The second are those benefits for which a commonly accepted valuation scheme does not exist, i.e., noneconomic benefits. The latter type of benefits, although by definition not quantifiable in terms of dollars, has been quantified in other units of measure.

While this approach does not provide the decision makers with a simple answer to program questions, it does not force them to draw false conclusions. Rather, it sets before them the net of economic costs and benefits and a set of quantified noneconomic benefits. The decision makers can then weigh both and apply their own value systems before drawing conclusions.

For purposes of this study, a program cost was defined as an operating cost incurred by any agency that could be directly attributed to the existence of the Foster Grandparent Program. A program benefit was broadly defined as something that promotes the general well-being of a specific group of individuals. Benefits may accrue to primary or to secondary beneficiaries. A primary beneficiary was defined as a group for which program objectives

exist, i.e., foster grandparents and foster grandchildren. A secondary beneficiary was defined as any group that is representative of the public-at-large, i.e., host institutions in that they are largely supported by general taxes.

1. FIVE CATEGORIES OF PROGRAM COSTS WERE DEFINED

In each category, only direct operating costs, i.e., those costs that are generated by the FGP, were included. A broader definition, such as total economic costs or market cost, was rejected on the grounds that it would unnecessarily complicate the analysis and would not reflect the variable cost to the public of the national program. As an example, the portion of a grantee's general overhead costs that could be allocated to the Foster Grandparent Program would probably be very small because the FGP activities of the agency are often only a very small portion of their total activities. Further, it was found that these costs were not accurately known by the grantee and that even a small portion of these costs would be unlikely to disappear in the event that the program was terminated. It is therefore likely that these "costs" existed before the Foster Grandparent Program was started. It would be misleading to represent these costs as a cost of the FGP. Exhibit II, following this page, details the cost categories and sources of information for developing the costs.

CATEGORY	ITEMS INCLUDED	HOW
(1) Federal Administrative Costs	. Salaries and fringe benefits of FGP staff . Materials, travel, and other direct expenses	. To a proje cost to tota . To a settin grandparen foster gra
(2) Grantee Administrative Costs	. Salaries and fringes of staff proportional to time spent on FGP . Materials, travel, and other direct administrative expenses . Costs associated with the Advisory Council	To a settin grandparen foster gra
(3) Delegate Administrative Costs	Same as above	Same as ab
(4) Host Institution Administrative Cost	. Salaries and fringes of staff necessary to administer and coordinate FGP . Materials and other direct administrative expenses	Direct
(5) Project Operating Costs		
. Project Administrative Costs		
- Allocated project staff cost	Salaries and fringe benefits	Ratio of fo
- Allocated material, supplies, space, and travel costs	--	Same as ab
Foster Grandparents Costs		
- Foster grandparent stipends	--	Direct
- Social security payments	Payments made by the project	Direct
- Insurance	--	Direct
- Meals	--	Direct
- Transportation	--	Direct
- Medical examinations	--	Direct
- Social activities	Activities sponsored by the project or Host Institution	Direct
- Other	Training and miscellaneous	Direct

EXHIBIT II

ACTION

COSTS OF THE FGP AT A PROJECT SETTING

	HOW ALLOCATED	SOURCE OF INFORMATION
FGP staff irect	. To a project by the ratio of total cost to total number of projects . To a setting by ratio of foster grandparents at the setting to total foster grandparents in the project	ACTION Budget
roportional irect sory Council	To a setting by the ratio of foster grandparents at the setting to total foster grandparents in the project	Grantee interviews and records
	Same as above	Delegate interviews and records
ecessary to P inistrative	Direct	Institution Administrator Interviews and records
	Ratio of foster grandparents	Project records
	Same as above	Project records
	Direct	Project records
	Direct	Project records
	Direct	Project records
	Direct	Host Institution and/or project records
	Direct	Agency supplying transportation
	Direct	Agency supplying physicals
oject or Host	Direct	Project records and Host Institution
	Direct	Project records

During the course of the study, it was found that project operating budgets did not always accurately reflect the actual cost of a line item and did not include many of the costs incurred by program participants. Project budgets were, therefore, not always used in determining project operating costs. Instead, an attempt was made to determine the direct costs of a line item by reviewing accounting records or by calculating costs from known unit costs.

The primary focus of the cost-benefit analysis was upon the different settings in which the foster grandparents work. In evaluating the cost of the FGP at a particular setting, it was necessary, for those projects that operate in more than one setting, to allocate certain administrative costs. These include administrative costs of running the National Foster Grandparent Program, grantee administrative costs, delegate administrative costs, and project staff costs. Exhibit II identifies the cost allocation method that was used.

2. THE FOSTER GRANDPARENT PROGRAM PROVIDES BENEFITS TO FOUR DISTINGUISHABLE GROUPS

The primary beneficiaries of the program are the foster grandparents and the children who receive foster grandparent care. Secondary beneficiaries are the host institutions at which the projects operate and the public-at-large. The distinction between

primary and secondary beneficiaries is useful here to differentiate between those groups for which program objectives exist and those groups that receive benefits unintentionally (in a programming sense). This does not imply, however, that benefits to secondary beneficiaries are any less legitimate or important than benefits to primary beneficiaries.

Many of the program benefits were quantified in monetary terms. Examples are the stipends given to the foster grandparents, net savings in host institution staff time that results from the activities of the foster grandparents, and increased tax payments resulting from the grandparent stipends. Exhibit III, following this page, presents the economic benefits that were analyzed in the study, the method that was used to calculate the benefits, and the primary sources of information.

Although the foster grandparents receive stipends and fringe benefits for their efforts, the dollar value of these items does not reflect all of the value they receive from the program. In previous studies and in the pilot test conducted as part of this study, foster grandparents rarely mentioned their stipends as the most important benefit they receive.

CATEGORY	BENEFITS	METHOD OF CA
1. Quantifiable Primary Benefits to Foster Grandparents	Net increase in total income	Stipend payments less Social Federal taxes, and lost publi
	Fringe benefits	Cost of meals, transportatio and social activities paid for
	Future Social Security benefits because of present payments to the fund	Estimate from Social Securit
2. Quantifiable Secondary Benefits to the Host Institution	Net savings in staff time	Total cost of staff time saved time required for supervisio foster grandparents
	Savings due to early release of the children	Estimate number of children days released early from the improvement resulting from relationship
3. Quantifiable Secondary Benefits to the Public-At-Large	Increased payments to the Social Security Fund	Total payments to the Social present value of future payme parents because of their parti
	Increased tax payments by foster grandparents	Estimated increase in total F taxes because of FGP
	Decreased Public Assistance payments	Total decrease in Public Assi foster grandparents because

EXHIBIT III

ACTION

QUANTIFIABLE BENEFITS

	METHOD OF CALCULATION	SOURCE OF INFORMATION
	Stipend payments less Social Security payments, Federal taxes, and lost public welfare payments	Project Records
	Cost of meals, transportation, medical examinations, and social activities paid for by the program	Project records and project setting interviews
the	Estimate from Social Security data	Social Security Administration
	Total cost of staff time saved less the cost of staff time required for supervision and/or direction of the foster grandparents	Project setting interview
he	Estimate number of children and average number of days released early from the institution because of improvement resulting from the foster grandparent relationship	Project setting interview
l	Total payments to the Social Security Fund less the present value of future payments to foster grandparents because of their participation in the FGP	Project records and Social Security Administration
r	Estimated increase in total Federal, state, and local taxes because of FGP	Project records, I.R.S. information, etc.
	Total decrease in Public Assistance payments to the foster grandparents because of FGP	Project records and Foster Grandparents interviews

In an attempt to measure the nonmonetary benefits the grandparents receive from the program, a scheme was developed for measuring the impact the program had on nine areas of their lives. These areas are listed in Exhibit IV, following this page. The grandparents were asked to indicate in each area the degree of change attributable to their participation in the program. With the exception of physical health, the areas are psychosocial. For the exact phrasing of the questions, see Appendix E. The tabulation of the responses by the grandparents provides an indication of the nonmonetary benefits they receive.

A somewhat similar approach was developed for measuring the benefits received by the children through their relationships with foster grandparents. It is obvious that the value of a loving relationship to a mentally retarded child, for example, cannot be adequately measured in terms of dollars. A more satisfactory approach is to measure the extent to which the relationship has affected the children's skill development, psychosocial well-being, and physical health. Exhibit IV contains a list of the attributes used to measure the benefits to children. The extent to which the children receive benefits was determined by talking to the professional staff of the host institution about the foster grandchildren under their care. For each child, the professional staff was asked

CATEGORY	BENEFITS	METHOD OF M
1. Nonquantifiable Primary Benefits to Foster Grandparents	. Health . Financial worries . Independence . Usefulness to others . Loneliness . Satisfaction with life . Self-respect . Happiness . Love	Measure the degree of caused by participation Grandparent Program
2. Nonquantifiable Primary Benefits to Children	. Physical health . General disposition . Peer relations . Relations with authority figures . Sense of security . Self-image . Communication skills . Other skill development . Maturity level . Decreased antisocial behavior . Performance in school	Measure the degree of shown by the children a relationship with foster

EXHIBIT IV

ACTION

NONQUANTIFIABLE BENEFITS

BENEFITS	METHOD OF MEASUREMENT	SOURCE
h cial worries endence lness to others iness faction with life respect ness	Measure the degree of change in each area caused by participation in the Foster Grandparent Program	Foster Grandparents
cal health al disposition relations ions with authority figures of security mage munication skills skill development rity level eased antisocial behavior ormance in school	Measure the degree of change in each area shown by the children as a result of their relationship with foster grandparents	Host institution professional staff

to identify the degree of positive or negative change in each attribute that had resulted from the grandparent-child relationship. The frame of reference for measuring change was, of course, relative to the larger group of children from which the foster grandchildren were chosen. The exact wording of the questions put to the professional staff can be found in Appendix E.

B. SURVEY INSTRUMENTS

1. FOUR SURVEY INSTRUMENTS WERE DESIGNED TO COLLECT COST/BENEFIT DATA ON THE FOSTER GRANDPARENT PROGRAM

The data base for the cost-benefit analysis was collected through the use of questionnaires and interview guides. A questionnaire was used to measure the impact of the Foster Grandparent Program on the foster grandparents. Interview guides were used to collect cost and benefit data from Foster Grandparent Program project grantees and delegates; project directors; institution (project setting) administrators; and institution staff. A copy of each of the survey instruments is included in Appendix E.

(1) Foster Grandparent Questionnaires

The foster grandparent questionnaire was used primarily to provide identifying information such as age, marital status, etc., on each foster grandparent and to determine and measure noneconomic benefits to foster grandparents that resulted from their participation in the program.

(2) Interview Guide for Grantees and Delegates

At each site included in the field survey, the Foster Grandparent Program project grantee and the delegate, if the project was administered through a delegate, was interviewed. The interview guide was designed to collect the following information:

- The cost of the program to the administering agency
- An evaluation of the effectiveness of the administration of the project
- The extent of Federal and local support for the program
- Income data on foster grandparents
- A comparison of the relative costs and benefits of volunteers and foster grandparents

This interview guide was also used to elicit information from project directors on the grantee/delegate operating framework; changes or improvements in the national program guideline requirements and regulations; and administrative difficulties with the project.

(3) Interview Guide for Institution Administrators

Interviews were conducted with persons in administrative positions at each institution or project setting included in the survey. The interview guide was structured to provide the following information:

- The cost of the Foster Grandparent Program to the institution
- An estimate of whether or not an efficient labor mix generally calls for foster grandparents where their services are paid for out of institution funds
- An estimate of the potential demand for foster grandparents
- An evaluation of the efficiency of the administrative structure of the Foster Grandparent Program project
- A comparison of the costs and benefits of the Foster Grandparent Program to volunteer programs
- Information which will be of assistance to the national Foster Grandparent Program in future program planning decisions

(4) Interview Guide for Institution Staff

Interviews were conducted at each program setting with staff members who were in a position to make evaluative judgments regarding the foster grandparent-child relationships. The interview guide was used to collect the following information:

- A measure of the noneconomic benefits that accrue to the children as a result of their relationship with a foster grandparent
- The economic and noneconomic benefits received by the institution
- The costs and benefits of the Foster Grandparent Program as compared with volunteer programs
- General impressions of the Foster Grandparent Program to be used in future program planning decisions

2. SURVEY INSTRUMENTS WERE ADMINISTERED BY THE BOOZ, ALLEN FIELD SURVEY TEAM

A field survey team administered the questionnaire to the foster grandparents and conducted all interviews with project administrators and institution administrators and staff. The field survey was conducted over a four-month period. Visits were made to 25 project sites and 48 program settings. The length of time spent at each site varied according to the size of the total project, the number of project settings, the distance

between project settings, and the number of project setting staff required to be interviewed in order to quantify benefits to foster grandchildren.

(1) Questionnaires

The foster grandparent questionnaire was administered to all available foster grandparents at the survey sites. In an introductory statement preceding the administration of the questionnaire, the purpose of the study was explained, instructions on completing the questions were given, and the respondents anonymity was assured. At least two members of the field survey team were present during the administration of the questionnaire. One member read each question and the choices for response aloud while the other team member assisted those foster grandparents experiencing any difficulties in filling out the questionnaire. Questionnaires and instructions were given in Spanish at those program settings with high concentrations of Spanish-speaking foster grandparents. Foster grandparents were surveyed in small groups of between 5 and 20, depending on the abilities of the respondents, the size of the project, and the availability of the foster grandparents.

(2) Interview Guides

Individual interviews were conducted by members of the field survey team with administrators of both the grantee and delegate agencies, project directors, and program setting administrators and staff.

Program setting administrators selected to be interviewed were those who held a responsible administrative position at the setting and who had a working familiarity and/or direct experience with the Foster Grandparent Program.

Program setting business managers were often interviewed to supplement information concerning Foster Grandparent Program costs to the setting.

Representatives of the delegate and/or grantee were interviewed to elicit information regarding their experiences with the program, to collect administrative and operating cost information, and other data necessary to the analysis.

Program setting staff members who were in a position to make evaluative judgments regarding the foster

grandparent-child relationship were interviewed at each setting. Two criteria were used in the selection of staff:

- It was required that the staff person have direct experience with the child on a day-to-day basis and have observed his interaction with the foster grandparent.
- It was required that the staff person be capable of accurately attributing change observed in the child to the proper casual agent.

The number of staff interviewed was a function of the distribution of foster grandchildren throughout the institution; the methodology required that every child currently assigned or working directly with a foster grandparent be reported on by staff. Interviews were conducted not only with professional staff working on a daily basis with foster grandchildren, but also with staff in special treatment programs in which foster grandchildren were enrolled and in which foster grandparents actively participated.

(3) A Very High Completion Rate Was Obtained in the Field Survey

At each project site and program setting, an attempt was made to obtain a 100% sample. The following table indicates the completion rate by category of interviews:

	Grantee	Delegate	Host Institution Administrators	Professional Staff	Foster Grandparents	Project Directors
No. of Potential Interviewees	25	8	43	270	957	21
Number Interviewed	23	8	43	256	853	21
Completion Rate	92%	100%	100%	95%	89%	100%

C. SURVEY SITE SELECTION

1. SITES WERE SELECTED IN SUCH A WAY THAT COMPARISONS AMONG FIVE MAJOR TYPES OF PROGRAM SETTINGS AND JUDGMENTAL INFERENCES REGARDING THE NATIONAL PROGRAM COULD BE MADE

A site has been defined as a city or county in which foster grandparents are located. Each site selection represents either an entire Foster Grandparent Program project or an individual program operating at one host institution.

Criteria for selection of the field survey sites were based upon the need for obtaining a sample which would allow comparisons to be drawn among five major types of program settings and judgmental inferences to be made about the national Foster Grandparent Program. For this purpose, a "reasoned" sample--where selection is based upon the needed characteristics of the total sample--was employed. All projects were stratified and substratified according to the following characteristics which were believed to be those that would most affect costs and benefits:

- Type of administering agency:
  - Community action
  - State or local government
  - Private agency
- Size of Foster Grandparent Program at each setting:
  - 0-5 foster grandparents
  - 6-15 foster grandparents
  - 16-30 foster grandparents
  - 31-60 foster grandparents
  - 61-80 foster grandparents
  - 81 or more foster grandparents
- Geographic setting:
  - Urban
  - Nonurban

- Program setting:

  - Mentally retarded
  - Physically handicapped
  - Dependent and neglected
  - Pediatric wards in hospitals
  - Emotionally disturbed
  - Day care
  - Schools
  - Correctional

- Region of the country:

  - Substratified according to each of the 10 Federal regions

Sample quotas that would yield a 15% sample of each characteristic were then calculated for each of the above stratifications and substratifications. After each sample quota was established, sites were selected to fill each quota.

Other characteristics considered in the selection of sites were:

- The size of the total project administered by the grantee and/or delegate agency.

- The number of recipients of cash payments under Social Security, Old-Age Assistance, or both of persons 65 years of age or older, by state.

2. TWENTY-FIVE SITES AND FORTY-EIGHT PROGRAM SETTINGS WERE SELECTED FOR THE FIELD SURVEY

The 25 sites and 48 program settings are shown in Exhibit V, following this page.

D. A PILOT TEST WAS CONDUCTED TO PERFECT SURVEY INSTRUMENTS AND DATA-GATHERING PROCEDURES

A major component in the study approach was to pilot test the survey instruments to assure that (1) the instruments adequately collected the information necessary for the analysis, (2) that the questions were readily understandable by the respondents, and (3) that information could be gathered in a manner that would minimize stress or inconvenience to the participants. An additional purpose of the pilot test was to facilitate the development of effective field survey techniques.

The Upper Marlboro, Maryland, Foster Grandparent Program was selected to be the pilot test project for the following reasons:

- The foster grandparents in the project work with mentally retarded children, as do 64% of all foster grandparents.

Site	Program Settings	
New Haven, Connecticut	Hospital of St. Raphael	Hospital
Boston, Massachusetts	Nazareth Home	Dependen
Wrentham, Massachusetts	Wrentham State School	Mentally
Atlantic City, New Jersey	Ancora State Hospital	Emotiona Retarded
Woodbine, New Jersey	Woodbine State Colony	Mentally
Haverstraw, New York	St. Agatha Home	Dependen
Upper Marlboro, Maryland	Great Oaks Regional Retardation Center	Mentally
	Retarded Day Care Center	Mentally
	Main Center	
	Lamont	
	College Park	
	Activity Center	
	Greenbelt	
Parkersburg, West Virginia	Ritchie County Schools	Public Sc
	Pennsboro School	
	Ellensboro School	
	Gilmer County Schools	Public Sc
	Tanner School	
	Troy School	
	Parkersburg Boys Club	Boys Clu
Atlanta, Ga.	Georgia Regional Hospital	Mentally
Fort Lauderdale, Florida	Public Schools	Public Sc
	Collins Elementary	
	Watkins Elementary	
	Sunland Park Elementary	
	Floranada Elementary	
	Lincoln Park Elementary	
	Park Ridge Elementary	

EXHIBIT V (1)

ACTION

FIELD SURVEY SITES

rogram Settings	Type of Setting	Number of Foster Grandparents at Setting
St. Raphael	Hospital	25
ome	Dependent and Neglected - Institution	10
State School	Mentally Retarded - Institution	47
e Hospital	Emotionally Disturbed and Mentally Retarded - Institution	15
tate Colony	Mentally Retarded - Institution	71
Home	Dependent and Neglected - Institution	14
Regional Retardation Center	Mentally Retarded - Institution	19
ay Care Center	Mentally Retarded - Day Care	19
enter		
Park		
y Center		
elt		
nty Schools	Public Schools	7
oro School		
oro School		
nty Schools	Public Schools	7
School		
chool		
g Boys Club	Boys Club	3
gional Hospital	Mentally Retarded - Institution	15
ols	Public Schools	42
Elementary		
s Elementary		
l Park Elementary		
ada Elementary		
n Park Elementary		
idge Elementary		

Site	Program Settings	
Fort Lauderdale, Florida (continued)	Physically Handicapped	Physic
	Exceptional Child Center	Retard
	Pediatric Care Center	
Chicago, Illinois	Cook County Hospital	Hospit
	Mary Crane Nursery School	Day Ca
	Chicago Child Care Society	Day Ca
	De Paul Settlement	Day Ca
Detroit, Michigan	Sarah Fisher Home	Depend
	Detroit General Hospital	Hospit
Cambridge, Minnesota	Cambridge State Hospital	Mentall
Faribault, Minnesota	Faribault State Hospital	Mentall
Conway, Arkansas	Arkansas Children's Colony	Mentall
San Antonio, Texas	Robert B. Green Hospital	Hospit
Mexia, Texas	Mexia State School	Mentall
Topeka, Kansas	Kansas Neurological Institute	Mentall
Grants, New Mexico	Los Lunas Hospital and Training School	Mentall
Provo, Utah	Utah State Mental Hospital	Emotio
	Provo School District	Public
	Utah Valley Training Center	
	Brigham Young University Lab	
Denver, Colorado	State Home and Training School	Mentall
San Francisco, California	U. C. Medical Center	Hospit
	Woodside Terrace	Depend
Stockton, California	Northern California Youth Center	Correct
Buckley, Washington	Rainier School	Mentall
Seattle, Washington	Fircrest School	Mentall

Total number of sites	25
Total number of program settings	48
Total number of foster grandparents	957

EXHIBIT V (2)

am Settings	Type of Setting	Number of Foster Grandparents at Setting
dicapped l Child Center Care Center	Physically Handicapped and Mentally Retarded - Day Care and Institution	5
spital	Hospital	16
rsery School	Day Care	7
Care Society	Day Care	3
nent	Day Care	4
ome	Dependent and Neglected	32
l Hospital	Hospital	18
e Hospital	Mentally Retarded - Institution	38
Hospital	Mentally Retarded - Institution	38
ren's Colony	Mentally Retarded - Institution	106
n Hospital	Hospital	17
ool	Mentally Retarded - Institution	55
gical Institute	Mentally Retarded - Institution	51
pital and Training School	Mentally Retarded - Institution	72
al Hospital	Emotionally Disturbed - Institution	13
istrict	Public Schools - Mentally Retarded Day Care	4
y Training Center oung University Lab		
Training School	Mentally Retarded - Institution	9
Center	Hospital	4
ace	Dependent and Neglected - Institution	11
rnia Youth Center	Correctional	50
	Mentally Retarded - Institution	72
	Mentally Retarded - Institution	39
		957

- The project includes two types of settings: a day care center and institution for the retarded.
- Foster grandparents working at the day care center for the retarded are geographically dispersed in contrast to the single location working situation at the institution.

The Upper Marlboro project was representative of the situations that would be encountered in the actual field survey and was, therefore, an appropriate project at which survey instruments could be tested.

As a result of the pilot test experience, several changes were made to facilitate the administration of the foster grandparent questionnaire: the questions were typed in bold face, spacing was altered to simplify reading of the questionnaire, and those questions which were either too complicated or to which foster grandparents could not respond were omitted or altered. Grantee/delegate and institution administrator interview guides were also modified and perfected to assure complete and efficient data collection.

A second pilot test was found necessary to further perfect the professional staff interview guide. A visit was made to several different types of program settings in the Chicago project, in order to refine the question designed to measure benefits to children.

III. PROGRAM COSTS AND BENEFITS

III. PROGRAM COSTS AND BENEFITS

A. COSTS AND BENEFITS OF THE NATIONAL PROGRAM

1. THE TOTAL BENEFITS OF THE FOSTER GRANDPARENT PROGRAM EXCEED ITS COSTS

Quantifiable economic benefits exceed quantifiable economic costs by $1,650,000. In addition to this net excess of economic benefits, both the foster grandparents and the foster grandchildren receive a wide range of important noneconomic benefits that include such things as improved physical health, greater satisfaction with life, and an improved self-image. A complete tabulation of costs and benefits is contained in Exhibit VI, following this page.

(1) Quantified Economic Benefits Were Conservatively Calculated At $13,900,000

Foster grandparents receive approximately 63% of the total quantified economic benefits, host institutions receive 32%, and society-at-large receives the remaining 5%.

The total economic benefits include nonquantified savings due to early release of foster grandchildren. Approximately 30% of the professional staff at the host institutions

BENEFITS

I. ECONOMIC BENEFITS			
1. ECONOMIC BENEFITS TO FOSTER GRANDPARENTS			$ 8,731,100
(1) NET INCREASE IN INCOME		$6,501,500	
(2) FRINGE BENEFITS		1,818,500	
(3) PRESENT VALUE OF FUTURE SOCIAL SECURITY BENEFITS		411,100	
2. ECONOMIC BENEFITS TO SECONDARY BENEFICIARIES			$ 5,152,000
(1) BENEFITS TO SOCIETY-AT-LARGE EXCLUSIVE OF FOSTER GRANDPARENTS		$ 678,800	
• NET INCREASE IN THE SOCIAL SECURITY FUND	$ 350,600		
• INCREASED TAX REVENUES	160,800		
• REDUCTION IN PUBLIC ASSISTANCE PAYMENTS	107,400		
(2) BENEFITS TO HOST INSTITUTIONS		$4,473,200	
• NET SAVINGS IN STAFF TIME	$2,908,000		
• QUANTIFIED NET SAVINGS DUE TO EARLY RELEASE OF CHILDREN AND EARLY TERMINATION OF SPECIAL TREATMENT PROGRAMS	1,565,200		
			$13,883,100
• NON-QUANTIFIED SAVINGS DUE TO EARLY RELEASE OF CHILDREN			

% OF PROFESSIONAL STAFF REPORTING EARLY RELEASE AND ABLE TO QUANTIFY SAVINGS	% OF PROFESSIONAL STAFF REPORTING EARLY RELEASE BUT NOT ABLE TO QUANTIFY SAVINGS	RATIO OF NUMBER NOT QUANTIFIED OVER NUMBER QUANTIFIED
11.5%	18.8%	1.63

II. NON-ECONOMIC BENEFITS

1. NON-ECONOMIC BENEFITS TO FOSTER GRANDPARENTS

NUMBER OF FOSTER GRANDPARENTS REPORTING NON-ECONOMIC BENEFITS DUE TO THEIR PARTICIPATION IN THE FOSTER GRANDPARENT PROGRAM

BENEFIT	SOMEWHAT IMPROVED	%	MUCH IMPROVED	%
HEALTH	980	22	1,340	30
INDEPENDENCE	1,320	29	2,640	58
FEELING OF USEFULNESS TO OTHERS	1,140	25	3,130	69
LONELINESS	910	20	3,090	68
SATISFACTION WITH LIFE	860	19	3,450	76
SELF-RESPECT	680	15	3,000	66
HAPPINESS	730	16	3,450	76
FEELING LOVED	860	19	3,040	67
FINANCIAL WORRIES	1,540	34	2,640	58

2. NON-ECONOMIC BENEFITS TO FOSTER GRANDCHILDREN

PROJECTED NUMBER OF FOSTER GRANDCHILDREN RECEIVING BENEFITS DUE TO THEIR RELATIONSHIP WITH FOSTER GRANDPARENTS

TYPE OF SETTING AND NUMBER OF CHILDREN MAKING MEANINGFUL PROGRESS IN ONE YEAR

ATTRIBUTE	MR(I)	SCHOOLS	HOSPITALS	D&N	DAY CARE	OTHERS
PHYSICAL HEALTH	3,660	140	11,480	320	570	1,170
GENERAL DISPOSITION	5,370	410	15,280	1,040	1,810	2,220
PEER RELATIONS	2,780	280	6,610	540	860	2,290
RELATIONS WITH AUTHORITY FIGURES	2,510	270	5,440	716	1,130	1,670
SENSE OF SECURITY	4,820	440	15,280	1,040	1,320	1,830
SELF-IMAGE	3,260	340	3,310	890	1,270	1,690
COMMUNICATIONS SKILLS	3,740	390	9,140	910	1,490	1,860
OTHER SKILL DEVELOPMENT	3,900	430	7,980	890	1,460	2,160
MATURITY LEVEL	2,650	240	4,470	320	860	1,600
DECREASED ANTI-SOCIAL BEHAVIOR	2,580	150	2,920	470	890	1,550
PERFORMANCE IN SCHOOL	476	450	1,940	600	1,030	820

COSTS

1. FEDERAL
2. GRANTEE
3. DELEGATE
4. HOST INST
5. PROJECT C
   (1) PRO
   - P
   - P

   (2) FOST
   - F
   - S
   - I
   - M
   - T
   - M
   - F
   - S

TOTAL QUAN
TOTAL QUAN

NET EXCESS C

EXHIBIT VI

ACTION

SUMMARY OF NATIONAL PROGRAM COSTS AND BENEFITS

COSTS

1. FEDERAL ADMINISTRATIVE COSTS		$ 68,100
2. GRANTEE ADMINISTRATIVE COSTS		180,300
3. DELEGATE ADMINISTRATIVE COSTS		22,500
4. HOST INSTITUTION ADMINISTRATIVE COSTS		175,800
5. PROJECT OPERATING COSTS		11,784,300
(1) PROJECT ADMINISTRATIVE COSTS		
• PROJECT STAFF COSTS	$1,972,600	
• PROJECT MATERIALS, SUPPLIES, AND SPACE	320,300	
(2) FOSTER GRANDPARENT COSTS	7,210,400	
• FOSTER GRANDPARENT STIPENDS	380,800	
• SOCIAL SECURITY PAYMENTS	109,700	
• INSURANCE PAYMENTS	752,700	
• MEALS FOR FOSTER GRANDPARENTS	821,000	
• TRANSPORTATION FOR FOSTER GRANDPARENTS	132,700	
• MEDICAL EXAMS FOR FOSTER GRANDPARENTS	5,700	
• FOSTER GRANDPARENT SOCIAL ACTIVITIES	78,400	
• SUPPLIES AND MISCELLANEOUS COSTS		
		$12,231,000

TOTAL QUANTIFIED ECONOMIC BENEFITS	$13,883,100
TOTAL QUANTIFIED ECONOMIC COSTS	12,231,000
NET EXCESS OF QUANTIFIED ECONOMIC BENEFITS	$ 1,652,100

RATIO OF NUMBER NOT QUANTIFIED OVER NUMBER QUANTIFIED
1.63

$ 8,731,100
601,500
318,500
511,100
$ 5,152,000
678,800
373,200
$13,883,100

FOSTER GRANDPARENT PROGRAM

ED	%
	30
	58
	69
	68
	76
	66
	76
	67
	58

FOSTER GRANDPARENTS

AR

DAY CARE	OTHERS
570	1,170
1,810	2,220
860	2,290
1,130	1,670
1,320	1,830
1,270	1,690
1,490	1,860
1,460	2,160
860	1,600
890	1,550
1,030	820

reported that some children who had foster grandparents were released from the setting earlier than they normally would have been released because of the positive impact of the grandparents. Approximately, 40% of the staff that reported early releases were able to provide sufficient quantified information on the early releases to allow a dollar savings to be calculated. The remaining staff could not provide the needed information due to uncertainties about the number of early releases or the rate of a child's progress toward early release. Assuming that the dollar savings per staff respondent ratio is the same for both groups of staff, an additional economic benefit of $2,560,000 could be postulated. This additional benefit would raise total economic benefits to $16,440,000, the net excess of benefits over costs would be $4,210,000, and the ratio of economic benefits to economic costs would be 1.34/1.

(2) Noneconomic Benefits to the Foster Grandparents Appear To Be Very High

In the nine attributes used to measure noneconomic benefits, more than 50% of the grandparents reported positive benefits in all categories and fewer than 1% reported any negative benefits. Positive benefits ranged from a low

of 52% (for improvements in health) to a high of 95% (for increased satisfaction with life).

(3) Noneconomic Benefits to Foster Grandchildren Appear To Be Equally Significant

Although these benefits are much more difficult to evaluate because of commensurability problems, it is clear that a large number of children have shown very positive effects from their relationships with foster grandparents. The impact the grandparents have on the children can be placed somewhat in perspective by noting the high incidence of early release from institutional settings.

(4) The Foster Grandparent Program Incurs Direct Costs of $12.2 Million Annually

Administrative costs including Federal, grantee, delegate, host institutions, project staff, and administrative materials and supplies costs account for approximately 22%* of total program costs. Foster grandparent stipends account for 59% of program costs and other foster grandparent costs account for the remaining 19%.

*These percentages are based on total costs and not budgeted costs. All costs presented in this report unless otherwise specified are total costs. The distinctions between them are defined in Chapter II.

2. FEDERAL FOSTER GRANDPARENT PROGRAM SUPPORT AMOUNTS TO APPROXIMATELY 83% OF TOTAL PROGRAM COSTS

Federal Foster Grandparent Program support was approximately $10.2 million and non-Federal economic support was approximately $2.1 million or 17% of total costs. Host institutions are by far the largest contributors of non-Federal support. Assuming that the entire non-Federal support is supplied by host institutions, their return is 216% ($4.47 million in economic benefits for a $2.07 million cost contribution).

3. THE TOTAL VARIABLE COST OF THE PROGRAM FROM THE STANDPOINT OF THE PUBLIC SECTOR IS SIGNIFICANTLY LESS THAN THE TOTAL COST OF THE PROGRAM

Total cost to the public sector is reduced by those returns (benefits) that accrue to the public-at-large. These returns include:

- Net increase in the Social Security Fund
- Increased tax revenues
- Reductions in Public Assistance payments
- Benefits to host institutions

The latter item is included because host institutions are largely supported by the public. An accounting equation that can be used to calculate the total variable cost to the public sector is as follows:

Total Public Sector Cost = Total program cost - Net increase in the Social Security Fund - Net increase in tax revenues - Reductions in public assistance payments - Net benefits to host institution.

Using this equation, the net cost to the public sector is $7,079,000 or $1,558 per foster grandparent. Details are provided in Exhibit VII, following this page.

4. THE LIMITATIONS OF THE DATA BASE MUST BE UNDERSTOOD BEFORE THE COST-BENEFIT RESULTS ARE INTERPRETED

The most important limitations relate to the exactness of the cost valuations and the explicitness of the noneconomic benefits.

(1) Cost Data Were Not Audited

Although every effort was made to accurately determine actual project costs, study limitations made it impossible to audit project, host institution, grantee, and delegate accounts. Most projects have established accounting systems that parallel project budgets and track costs using the methodology that was used to prepare the budget. In instances where it was felt that the methodology or line items in the

EXHIBIT VII

ACTION

FACTORS AFFECTING TOTAL PUBLIC SECTOR COSTS

Factor	Definition	Dollar Value (000)
Net Increase in the Social Security Fund	Total payments from the foster grandparents and the FGP to the Social Security Trust Fund less the present value of future payments to the foster grandparents earned because of this year's contributions.	$ 351
Net Increase in Tax Revenues	The increase in Federal, state, and local taxes that results from the stipends paid to the foster grandparents.	$ 161
Reduction in Public Assistance Payments	The net of the total public assistance payments to the foster grandparents during the year before they joined the FGP less the total of public assistance payments to the foster grandparents this year.	$ 107
Net Benefits To Host Institutions	Total cost of staff time saved by foster grandparents less the cost of staff time required for supervision and/or direction plus the estimated cost savings that result from the early release of some foster grandchildren.	$4,473

budget did not reflect the true costs of in-kind contributions, an auditing of accounts would not have produced the necessary cost information. In these instances, it was necessary to use judgment based on observations and interviews with key personnel.

Other cost data limitations include:

- Income before joining and after joining the FGP is not verified by a means test (it is, however, attested to yearly by the foster grandparents).
- Simplifying assumptions were made for purposes of calculating tax payments and the present value of future social security data.
- Net savings in staff time and savings, due to early release of the children, were based on information supplied by the professional staff of the host institutions.

(2) Noneconomic Benefits to Foster Grandparents Show Only Relative Effects

It should be noted that the scale on which grandparents indicated the degree of change they experienced is not an absolute scale, so there were undoubtedly many different interpretations as to what constituted "some" improvement and "much" improvement. Secondly, the scale is floating in the sense that all change is relative to the starting point. Each grandparent responded, based on his health when he entered the program, his self-respect, etc. In interpreting

these results, however, the scale can be approximately "fixed" by referencing the general problems and conditions of older people who have incomes below the poverty guidelines.

(3) Noneconomic Benefits to Foster Grandchildren Are Not Commensurable

In attempting to quantify the benefits to the foster grandchildren, all professional staff at the host institution who were in a position to make judgments about the children were interviewed. In some cases, particularly in custodial institutions for mentally retarded, some of the staff may have lacked the educational training that would have made their judgments more credible. There were, however, no indications that their judgments were biased, compared to the judgments of the other professional staff.

There are two commensurability problems in evaluating the noneconomic benefits to the children. The first is that it is almost impossible to trade off improvements in one attribute against improvements in another attribute, i.e., is improved self-image of greater value than improved skill development? The second is that the amount of change a child demonstrated was always measured relative to a similar group of children who did not have foster grandparents.

Obviously, one cannot then compare the change reported for a mentally retarded child against the change reported for a hospitalized child because each has a different range of capabilities. Similarly, an improvement in health to a "failure-to-thrive" baby in a hospital setting may be a matter of life or death, whereas an improvement in health to a child in a day care setting may be a matter of a decreased incidence of colds.

5. THE COST AND BENEFIT FINDINGS ARE SUBJECT TO DIFFERING INTERPRETATIONS

Depending upon the point of view of the individual and the individual's set of values, the cost and benefit findings can lead to different conclusions. From the public sector point of view, the valuation of the program largely hinges upon how society views its responsibilities to low income, older Americans, and how much empathy society has toward their problems. Because the foster grandparents are the primary beneficiaries of the program, if one interprets society's responsibilities very narrowly, the value of the FGP diminishes considerably. Similarly, if one interprets society's responsibilities broadly, then it would be difficult to find a Federal program that is as productive.

The same problem of viewpoints occurs in valuating the benefits received by the foster grandchildren. If one believes that society's responsibilities end at providing needy and disadvantaged children with a minimum level of custodial care, then the efforts of the grandparents have little value. If, on the other hand, one believes that such children have a right to as much enrichment and special attention as society can afford to provide, the value of the grandparents efforts is very great.

If the point of view is taken that the economic benefits received by the host institutions are, in fact, benefits to society-at-large and that either (1) increasing the living income of those below the poverty guideline through meaningful contributory opportunities is a legitimate activity for the government, or (2) the benefits received by the foster grandchildren are worth the cost of the program, then the inescapable conclusion is that the Foster Grandparent Program provides benefits that are considerably in excess of costs.

The following is a list of some of the factors that should be considered when evaluating the program benefits:

. Benefits to Foster Grandparents:

- The program provides hot lunches to the grandparents. It was often reported that this was their main meal of the day.

- Transportation can be a significant problem to an older person and can preclude participation in meaningful employment.

- Before joining the program, foster grandparents had incomes below $1,900 per year if single and below $2,500 if married.

- Primary complaints of the elderly are that they feel isolated from the community and useless to everyone. Many of the elderly are activity oriented, not disengagement oriented. They resist and resent being relegated by society to a life of enforced nonproductivity.

- The noneconomic benefits reported by the grandparents are relative to their conditions before joining the program.

- Improvements in one attribute cannot be easily traded off against improvements in another attribute. However, many of the attributes are interrelated.

. Benefits to Foster Grandchildren:

- In some of the institutions in which the FGP operates, children receive only custodial care except for the individual attention they receive from their grandparents.

- Commensurability problems make the valuation of these benefits difficult.

. Benefits to the Host Institutions:

- Most of the institutions are financed by public revenues.

- Eighty percent of the professional staff reported that time the foster grandparents saved them was used to provide more care to the other children.

B. COSTS AND BENEFITS BY TYPE OF SETTING

Many factors can have an impact on the costs and benefits of a particular foster grandparent project. The following sections analyze and discuss the effects that different types of project settings were found to have on the various components of this analysis.

1. SETTING COSTS

There is a 28% difference between the highest total quantifiable cost setting (on a per grandparent basis) and the lowest cost setting. Day care settings were found to have the highest cost per year per grandparent at $3,312 and schools were found to have the lowest at $2,585 (see Exhibit VIII, following this page). The administrative cost component accounts for the major portion of the cost variance. Day care has the highest administrative costs (Federal, grantee, delegate, host institution, project staff, and project materials, travel, and supplies) as a percentage of total costs (30.1%) and schools have the lowest (20.8%). Although there appears to be a wide range in administrative costs, all of the other types of settings have administrative cost components that are equal to or less than 24% of total costs.

ECONOMIC COSTS PER FOSTER GRANDPARE
AND AS A PERCENT OF TOTAL ECONOMIC C

Economic Costs	Mentally Retarded Institutions Cost	Mentally Retarded Institutions Percent	Schools Cost	Schools Percent	H Cost
1. Allocated Federal Administrative Costs	$ 13	.5%	$ 17	.7%	$ 1
2. Allocated Grantee Administrative Costs	35	1.3	7	.3	9
3. Allocated Delegate Administrative Costs	-0-	-0-	8	.3	1
4. Host Institution Administrative Costs	34	1.2	33	1.3	6
5. Project Operating Costs	$2,705	97.1%	$2,520	97.4%	$2,72
(1) Project Administration Costs					
. Allocated Project Staff Costs	456	16.4	366	14.8	43
. Allocated Materials, Supplies, Travel, and Space	70	2.5	84	3.4	7
(2) Foster Grandparent Costs					
. Foster Grandparent Stipends	1,666	59.7	1,658	62.7	1,67
. Social Security Payments	89	3.2	86	3.5	8
. Insurance Payments	28	1.0	19	.8	2
. Meals for Foster Grandparents	168	6.0	145	5.8	18
. Transportation for Foster Grandparents	187	6.7	122	4.9	15
. Medical Examinations for Foster Grandparents	29	1.0	36	1.5	3
. Foster Grandparents Social Activities*	1	-0-	-0-	-0-	
. Supplies and Miscellaneous Costs	14	.5	4	.2	5
TOTAL QUANTIFIED ECONOMIC BENEFITS	$2,787	100.0%	$2,585	100.0%	$2,91

*These costs are not budgeted or Federally-supported.

EXHIBIT VIII

ACTION

ECONOMIC COSTS BY TYPE OF SETTING

MIC COSTS PER FOSTER GRANDPARENT
A PERCENT OF TOTAL ECONOMIC COSTS

Mentally Retarded Institutions		Schools		Hospitals		Dependent and Neglected		Day Care		All Others	
Cost	Percent	Cost	Percent	Cost	Percent	Cost	Percent	Cost	Percent	Cost	Percent
13	.5%	$ 17	.7%	$ 15	.5%	$ 17	.6%	$ 25	.8%	$ 24	.8%
35	1.3	7	.3	94	3.2	35	1.1	49	1.5	45	1.6
-0-	-0-	8	.3	16	.6	8	.3	25	.8	13	.5
34	1.2	33	1.3	67	2.3	53	1.8	150	4.5	18	.6
,705	97.1%	$2,520	97.4%	$2,721	93.4%	$2,904	96.2%	$3,065	92.5%	$2,727	96.5%
456	16.4	366	14.8	435	15.0	470	15.6	577	17.4	456	16.1
70	2.5	84	3.4	70	2.4	60	2.0	170	5.1	66	2.3
,666	59.7	1,658	62.7	1,670	57.3	1,670	55.3	1,698	51.3	1,681	59.4
89	3.2	86	3.5	87	3.0	88	2.9	88	2.7	87	3.1
28	1.0	19	.8	22	.8	17	.6	17	5.0	21	.7
168	6.0	145	5.8	189	6.5	258	8.5	180	5.4	173	6.1
187	6.7	122	4.9	155	5.3	284	9.4	282	8.5	188	6.7
29	1.0	36	1.5	35	1.2	37	1.2	44	1.3	29	1.0
1	-0-	-0-	-0-	1	.1	4	.1	-0-	-0-	4	.1
14	.5	4	.2	55	1.9	17	.6	7	.2	22	.7
,787	100.0%	$2,585	100.0%	$2,913	100.0%	$3,017	100.0%	$3,312	100.0%	$2,827	100.0%

Operating costs (excluding project staff and project materials, travel, and supplies) show little variance by type of program setting. Operating costs vary from a low of $2,070 per grandparent in schools to a high of $2,374 and $2,316 in dependent and neglected and day care settings, respectively. The variance that does exist in operating costs is primarily due to the low cost of meals and transportation in schools and the higher costs in dependent and neglected and day care settings.

Individual factors which contribute to the cost variance by type of setting and cautions in interpreting the data are as follows:

- Contributing cost factors
  - Day care centers report significantly higher host institution administrative costs; project staff costs; and project materials, supplies, and travel costs.
  - Day care and dependent and neglected settings report high costs associated with meals and transportation. No explanation for this was found.
  - Schools have low grantee and delegate costs, low project staff costs, and low meals and transportation costs.
  - Supply costs at hospitals were high due to the necessity for uniforms and frequent laundering of uniforms.
- Cautions in interpreting data
  - A relatively small number of grandparents were found in the sample of day care settings.

- Meals and transportation are stated at cost and not at market value.

- Administrative costs (except for Federal administrative costs) reflect local labor costs as well as variations in staffing patterns.

2. ECONOMIC BENEFITS TO FOSTER GRANDPARENTS

On a per grandparent basis, a 14% variation in economic benefits between the setting providing the highest benefits (dependent and neglected) and the setting providing the lowest benefits (schools) was found. A grandparent operating in a home for dependent and neglected children receives $2,207 worth of economic benefits per year as compared to a grandparent in a school setting who receives $1,902 worth of benefits. See Exhibit IX, following this page.

This variation is primarily due to a difference in the amount of fringe benefits received by grandparents at these settings. A grandparent in a school setting receives $303 worth of fringe benefits per year as compared to a grandparent in a home for the dependent and neglected who receives $582 of fringe benefits per year. This difference is attributed to the wide variation in the cost of providing meals and transportation at the two settings. It should be noted, however, that meals and transportation were computed on the basis of the actual cost to the provider for these services.

	Type of Se		
	Mentally Retarded Institutions	Schools	Hospitals
Net Increase in Living Income	$1,502	$1,505	$1,505
Fringe Benefits	384	303	420
Present Value of Future Social Security Payments	95	95	95
Total Economic Benefits Per Foster Grandparent	$1,981	$1,903	$2,020

EXHIBIT IX

ACTION

ECONOMIC BENEFITS TO FOSTER GRANDPARENTS
(Per Grandparent Per Year)

Type of Setting					
Mentally Retarded Institutions	Schools	Hospitals	Dependent and Neglected	Day Care	All Others
$1,502	$1,505	$1,505	$1,530	$1,547	$1,494
384	303	420	582	506	395
95	95	95	95	97	95
$1,981	$1,903	$2,020	$2,207	$2,150	$1,984

Were the market value for these services to have been used rather than the actual cost, there may have been little difference between settings.

In fact, there is little reason to believe that one type of institutional setting should have higher provider costs than another type. It is, therefore, believed that the difference is attributable to factors other than the type of setting and that the 14% variation is not significant.

3. ECONOMIC BENEFITS TO HOST INSTITUTIONS

(1) Hospitals Realize the Largest Amount of Economic Benefits

Hospitals accrued the largest amount of economic benefits, $2,413 per grandparent, as a result of the activities of foster grandparents. These economic benefits are attributed to two sources:

- Savings in staff time
- Savings due to early release

As shown below, wide variations in the average cost savings per grandparent occur between one type of setting and another.

	Mentally Retarded Institutions	Schools	Hospitals	Dependent and Neglected	Day Care	All Others
Net savings in staff time	$532	$ 833	$1,060	$ 583	$1,527	$757
Quantified savings due to early release of children and termination of special treatment programs	256	233	1,353	794	-0-	204
Average cost savings per foster grandparent	$788	$1,066	$2,413	$1,377	$1,527	$960

It is important to note, however, that the average dollar value of time saved per foster grandparent should not be interpreted as a direct indicator of program quality.

(2) The Average Dollar Savings Per Foster Grandparent Is Affected by Several Variables

Four variables have been identified that have a major affect on the dollar savings in staff time per foster grandparent. Host institution staff salaries; number of children served per day per foster grandparent; diagnoses and age of the children; and activities of the foster grandparents all contribute to the variance in savings in staff time among types of program settings.

1. Host Institution Staff Salaries

One major factor that influences dollar savings due to foster grandparent activities is the salary levels of host institution staff personnel. As shown on the previous page, hospitals and school settings are among the highest dollar savings settings, while institutions for the mentally retarded are substantially lower. Since savings to host institutions must be computed in dollar units rather than hour units saved, the relatively high salaries of hospital staff and teachers resulted in a higher dollar savings per foster grandparent. Staff time saved by foster grandparents in institutions for the mentally retarded has a low dollar value, since attendants and aides ordinarily earn a low per hour wage.

2. The Number of Children Served Per Day Per Grandparent

Settings which use foster grandparents in group activities realized a larger average dollar saving per foster grandparent simply because grandparents were caring for seven or eight children rather than one. This factor is attributed to the large dollar savings in day care centers where grandparents work almost exclusively in groups. The one-to-one relationship emphasized in institutions for the mentally retarded would tend to decrease the dollar savings to the institution.

Institutions where grandparents work on a one-to-one relationship but with several children during the day, would also realize a greater dollar savings. For instance, this occurs, to some extent, in hospital settings and schools, where a foster grandparent may work with four children for one hour each.

3. Diagnoses and Age of the Children

Foster grandparents working with children who lack self-help skills realize a greater staff time savings than grandparents working with self-sufficient children. For example, grandparents working with profoundly or severely retarded children assist in dressing the child, feeding, washing, and so forth--activities that would normally have to be performed by regular institution staff, thereby resulting in a savings of staff time.

Moderately retarded children, on the other hand, have developed basic self-help skills, and the activities performed by the grandparents with their children are more recreational in nature resulting in a low savings of staff time.

The age factor is most clearly demonstrated in hospitals where many grandparents work with babies and toddlers. There children, because of their age, also lack self-help skills. The grandparents feed and change the children, here again, performing functions of regular hospital staff.

4. Activities of Foster Grandparents

The range of activities deemed appropriate for foster grandparents varies considerably among projects. Some directors interpret program guidelines to mean that no custodial activities are to be performed. Others interpret the guidelines to mean that grandparents can assist in bed making, feeding, changing clothes, and so forth, that are normal requirements in the care of a child. Projects with the latter interpretation obviously save a larger dollar value of staff time, since they perform activities that would otherwise require staff attention.

(3) Savings Due To Early Release or Termination of Special Treatment Programs Is a Function of Three Major Factors

Major factors affecting the average dollar savings to the institution due to early release or termination of special treatment programs are diagnosis of the child, intervening factors influencing release, and daily cost of child care at the setting.

1. Diagnoses of the Children

As indicated earlier, a relatively low average dollar savings per foster grandparent due to early release occurs in institutions for mentally retarded children. This is attributable, in large part, to the fact that a large percentage of grandparents in this setting work with profoundly retarded and total care children who are often institutionalized for their entire lifetime. In such cases, early release is not an applicable benefit. Staff report, however, that severely and profoundly retarded children often progress at an accelerated rate to a higher functioning cottage in the institution as a result of foster grandparent care. Although it is conceivable that some of these children will be released somewhat earlier in the distant future, due to the foster grandparent, such savings could not be realistically computed.

2. Intervening Factors Influencing Release

Release of a child is often dependent on factors other than individual progress. In dependent and neglected settings, for instance, release from the institution is dependent on three major factors unrelated to foster grandparent activities:

- Legal release of the child by parents or the courts
- Availability of alternate placements
- Resolution of family problems that precipitated the child's placement in the institution

In correctional settings, savings due to early release were relatively low. This is attributed to the fact that release is most contingent upon the expiration of the boy's sentence, and often less dependent on accelerated progress.

In school settings, early release was defined in terms of a child progressing to the next grade level as a result of foster grandparent attention--without which he may have been held back. In two of the four schools

surveyed, the benefit was nonapplicable: the schools operated under a system of social promotions and policy prohibited the holding back of students, except in extraordinary circumstances. The third school was a special education setting for retarded children and early release again was not applicable. The majority of early release savings, therefore, occurred in one school setting where several children were able to progress to the next grade level as a result of having a foster grandparent.

In day care settings, early release again was not applicable. The children remained in the program for a standard period of time. Release in this setting is contingent on the age of the child, availability of parents to care for the child, etc.

3. Daily Cost of Child Care at the Setting

The average savings per foster grandparent, due to early release, was by far the highest in hospital settings. This is attributable, in large part, to the fact that the daily costs of child care in the hospital setting is significantly higher than in schools and other institutional settings.

4. ECONOMIC BENEFITS TO SOCIETY

The economic benefit to society was calculated as the sum of (1) the net increase in the Social Security Trust Fund, (2) the net return in the form of increased tax revenues, and (3) the net reduction in Public Assistance payments to the foster grandparents. Assuming that all grandparents at all types of settings have similar income characteristics, there is little reason to believe that these benefits should vary significantly from one type of setting to another. All three factors are a function of individual income

characteristics. In fact, an analysis of the economic benefits per grandparent, by type of setting, showed that the only large variation was in the category of reduced Public Assistance payments. This variation was undoubtedly due to the demographic characteristics of the sample; the most feasible explanation being that rural projects draw fewer Public Assistance recipients than do urban projects.

5. NONECONOMIC BENEFITS TO FOSTER GRANDPARENTS

Very little variation occurred by type of setting in the total number of foster grandparents receiving all categories of noneconomic benefits (see Exhibit X, following this page). The greatest variation in benefits to foster grandparents occurred in the areas of decreased feelings of loneliness and increased feelings of being loved. A somewhat smaller percentage of foster grandparents in hospital settings reported benefits in these areas, compared to benefits received at the other major settings. The smaller number of grandparents feeling more loved than before could be attributed to the high turnover rate of hospitalized children; the average hospital stay per child is from two to three weeks, while foster grandparents in other settings have long-term relationships with children ranging from several months to years. No explanation has been found for the smaller percentage of grandparents in the hospital setting who report decreased loneliness.

EXHIBIT X

ACTION

NONECONOMIC BENEFITS TO
FOSTER GRANDPARENTS
BY TYPE OF SETTING

Benefit	Percent of Foster Grandparents Reporting Some and Much Improvement by Type of Setting					
	MR(I)	Hospitals	Day Care	Schools	D&N	Total Program
Health	52%	36%	36%	49%	60%	52%
Independence	86%	84%	100%	88%	83%	87%
Feeling of Usefulness to Others	93%	96%	100%	95%	91%	94%
Loneliness	89%	75%	92%	91%	88%	88%
Satisfaction With Life	95%	92%	100%	95%	97%	95%
Self-Respect	82%	73%	100%	79%	73%	81%
Happiness	92%	91%	93%	91%	93%	92%
Feeling Loved	88%	75%	85%	90%	82%	86%
Financial Worries	93%	88%	72%	92%	92%	92%

Foster grandparents in all settings benefited least in the area of improved health and the rate of improvement was especially low for grandparents in hospital and day care settings. The fact that health was the least affected area could be attributed to two factors:

- Health is the most concrete of all of the areas of possible benefit, and is perhaps the least affected by manipulation of the environment.
- Many of the foster grandparents are several years older now than they were before participating in the program. Therefore, the fact that the health of many remained the same and did not deteriorate can in itself be considered a benefit.

In addition to analyzing the noneconomic benefits to foster grandparents by type of setting, several other variables were analyzed to determine whether they had a significant effect on benefits. These included:

- Geographical area (metropolitan vs. non-metropolitan settings)
- Size of the setting
- Quality of project administration

None of the above factors were found to have a significant effect on noneconomic benefits received by foster grandparents.

The findings indicate, in summary, that foster grandparents in every setting receive a high degree of noneconomic benefits and

that benefits do not appear to vary, to a significant extent, by type of setting. Through our direct contact with the foster grandparents and their reaction to the program, it occurred to us that large differences by type of setting were not evident simply because the relative needs of all grandparents were so great prior to their participation in the program, and that the relative benefits derived from the program were so significant that differences in the end points of the scale could not be distinquished by type of setting.

6. NONECONOMIC BENEFITS TO FOSTER GRANDCHILDREN

Significant noneconomic benefits to children were found to occur in all settings at which foster grandparents work. However, large variations in the percentage of children receiving benefits were found by type of setting. Exhibit XI, following this page, shows the percentage of children receiving each category of benefit by type of setting. It should be noted, however, that comparisons regarding the value of foster grandparents at each setting, based on the benefits received by children, cannot be made without interjecting a value system that interprets the relative worth of the benefits at each setting. The purpose of this section of the report, then, is to present several of the variables that affect the benefits to children, and to develop information that can be used by decision makers to determine the appropriateness of the settings for future program expansion.

EXHIBIT XI

ACTION

NONECONOMIC BENEFITS TO CHILDREN
BY TYPE OF SETTING

Benefit	Type of Institution and Percent of Children Reported To Have Made Some and Substantial Progress					
	Day Care	D&N	Hospitals	Schools	MR(I)	Other
Physical Health	21%	22%	59%	26%	54%	35%
General Disposition	67%	71%	78%	77%	79%	66%
Peer Relations	32%	37%	34%	52%	41%	69%
Relations With Authority Figures	42%	49%	28%	50%	37%	50%
Sense of Security	49%	71%	78%	83%	71%	55%
Self-Image	47%	61%	17%	65%	48%	51%
Communication Skills	55%	62%	47%	74%	55%	56%
Other Skill Development	54%	61%	41%	81%	56%	65%
Maturity Level	32%	22%	23%	45%	39%	48%
Decreased Antisocial Behavior	33%	32%	15%	28%	38%	46%
Performance in School	38%	41%	1%	84%	7%	25%

It must be emphasized in interpreting the findings that the benefits within each setting are incommensurable: each of the 11 areas of noneconomic benefits are based on different units of measurement and are not necessarily of equal value. Furthermore, the benefits received by children by type of setting are also incommensurable. Progress in the health of a child in a hospital setting, for instance, is not comparable to progress in health at a school setting; and progress in skill development of a retarded child is not necessarily of the same value as progress in maturity level.

As a result of the field experience, three major variables were identified that influence the noneconomic benefits received by children:

- The diagnoses of the children
- The age of the children
- The length of the foster grandparent-child relationship and the number of children served

(1) The Diagnoses of the Children Have a Major Effect on Noneconomic Benefits

The diagnoses of the children have a bearing on the number of applicable noneconomic benefits and the degree to which the children are capable of demonstrating changes in behavior. For example, since the presenting problem of children in the hospital setting is sickness, progress in

health is a highly relevant benefit. In school settings, a learning disability rather than health is the presenting problem, therefore, improvement in health represents a less significant benefit. Responses of "no change" in health occurred most often in school settings, institutions for dependent and neglected children, and day care centers. This can be attributed, in large part, to the fact that children in these settings did not have health problems before their experience with the foster grandparent and continue to have no health problem.

As a further example in hospital settings, the great majority of children are not currently attending school. The percentage of children showing improved performance in school is, therefore, almost negligible. On the other hand, progress in school is a much more significant benefit in a school setting.

The diagnoses of the children are an especially crucial variable affecting benefits to children in institutions for the mentally retarded. A large percentage of foster grandparents in this setting work with profoundly retarded and total care children, many with I.Q.'s so low that they are nontestable. Staff reporting on these children, therefore, indicated that a high percentage of children were not capable

of performing many functions and, therefore, not able to show progress in these areas as a result of their exposure to the foster grandparent. This occurred most often in the areas of peer relations, relations with authority figures, maturity level, antisocial behavior, and performance in school.

(2) The Age of the Foster Grandchildren Is a Factor Affecting Noneconomic Benefits

Age occurred as a variable affecting benefits in two settings. In the hospital setting, a large percentage of foster grandparents work with newborn babies and children under two months of age. In one of the five hospitals surveyed, for instance, the entire number of grandparents were assigned to the nursery and worked exclusively with premature and failure-to-thrive infants. For these children, the areas of possible benefit were limited to four: health, general disposition, sense of security, and, in some cases, self-image. A small number of grandparents working in institutions for dependent and neglected children were also assigned to infants. This factor would have the effect of reducing the total percentage of children benefiting at the setting in the categories of benefits affected by age.

(3) The Length of the Foster Grandparent-Child Relationship and the Number of Children Served Has an Effect on Noneconomic Benefits to Children

In evaluating total noneconomic benefits to children, an important consideration is the average number of children served per year per grandparent. This number varies greatly among setting types and is dependent on two factors (1) whether foster grandparents work on a one-to-one basis with children or in groups, and (2) the average length of the foster grandparent-child relationship. Since noneconomic benefits to children were reported by percentage of children benefiting, the number of children served per year must be incorporated into the findings for a complete picture of the total number of children benefiting in each setting.

For example:

- In setting A, having 8 foster grandparents, 75% of the 16 children served were reported to have benefited in the area of health as a result of having a foster grandparent. A total of 12 children, therefore, benefited.

- In setting B, also having 8 grandparents, only 25% of the foster grandchildren were reported to have improved in health. However, since 100 children in this setting were served over the year, a total of 25 children benefited, twice as many as in setting A.

The following figures summarize the average number of children served per year per foster grandparent by type of setting, and provide a basis on which the total number of children benefiting at each setting type can be calculated. The figures are based on host institution administrator and project director reports, in combination with the study team's on-site observation.

Setting Type	Average Number of Children Per Foster Grandparent Per Year
Institutions for mentally retarded	2.28
Institutions for dependent and neglected	6.84
Hospitals	43.03
Day care	11.78
Schools	5.27

As indicated, the largest average number of children served per grandparent per year occurred in hospital settings. This can be attributed to the higher turnover rate in hospitals: the average stay of a child in this setting is less than three weeks. The very low turnover rate in institutions for mentally retarded children accounts for the small number of children served by each foster grandparent. The relatively high day care figure results from the fact that grandparents in

this setting work on a group, not a one-to-one basis. A second factor must be introduced in evaluating the noneconomic benefits to children in institutions with a high turnover rate. Although a relatively large number of children receive foster grandparent care in a year, each child is exposed to the grandparent only a short time, i.e., in hospitals, for less than three weeks. It is likely that many of the noneconomic benefits persist only as long as the foster grandparent-child relationship endures. Some benefits to hospitalized children, therefore, would persist only for three weeks, as compared to the yearlong benefits of most mentally retarded children.

In summary, the many factors involved in evaluating noneconomic benefits to children and attempting to compare benefits among settings clearly illustrate the trade offs that must be made and the values that must be interjected to arrive at a decision as to which is "the best setting."

7. SUMMARY

The cost/benefit analysis of the national Foster Grandparent Program included an analysis of both economic costs and economic and noneconomic benefits for all primary and secondary program beneficiaries. The results of this study provide the decision maker with cost and benefit information on which resource allocation and

policy decisions can be made. The study results do not, however, specify which type of setting is best in terms of program expansion. The decision maker must employ his own value system in making that judgment. In doing so, he must apply a system which attaches relative weights to individual noneconomic benefits and values the benefits in consistent units.

Part B of this chapter has identified the effects that different types of settings have upon program costs and benefits and has discussed the major factors that account for these effects. This final section provides a summary of the more salient points.

(1) Hospitals Show the Greatest Excess of Quantifiable Economic Benefits Over Economic Costs

Hospitals show the greatest excess of quantifiable economic benefits over economic costs with a net excess of economic benefits of $1,671 per grandparent per year. See Exhibit XII, following this page. All other types of settings show a net excess of economic benefits ranging from a low, at institutions for the mentally retarded, of $138 per grandparent to the second highest setting, dependent and neglected, of $699 per grandparent.

EXHIBIT XII

ACTION

SUMMARY OF COSTS AND BENEFITS
BY TYPE OF SETTING

Type of Setting	Per Grandparent		
	Total Quantified Economic Benefits	Total Quantified Economic Costs	Net Excess of Quantified Economic Benefits
Mentally Retarded Institutions	$2,926	$2,788	$ 138
Schools	$3,113	$2,585	$ 528
Hospitals	$4,590	$2,919	$1,671
Dependent and Neglected	$3,716	$3,017	$ 699
Day Care	$3,820	$3,312	$ 508
All Others	$3,124	$2,827	$ 297

Two major factors account for the high net excess of economic benefits at hospitals. The first is the large dollar savings in staff time, and the second is the large savings in early release due to the foster grandparent/child relationship.

Savings in staff time is a function of three variables which, although not unique to this setting in combination tend to produce a large dollar savings.

- A large portion of the grandparents time is spent in activities which would normally have to be performed by regular staff.
- A large number of children per day benefit from the activities of grandparents.
- Higher staff salaries were reported in hospitals than in other types of settings.

The large dollar savings due to early release in hospitals can be attributed to the following factors:

- A larger percentage of hospital staff were able to quantify early releases than in many other types of settings.
- The average daily cost of caring for a child in a hospital is significantly higher than in other settings.

Institutions for the mentally retarded showed the lowest excess of economic benefits over economic costs on a per grandparent basis. This is principally due to the

relatively low dollar savings in staff time and low dollar savings in early releases. Those factors which contribute to high savings in staff time and early releases in hospitals operate in the reverse at institutions lowering the overall economic benefits.

Savings due to early release is one of the prime variables in determining which type of setting shows an excess of economic benefits over economic costs. These savings were computed using responses from only those staff that could provide quantified information on progress toward early release or termination of special treatment programs. If savings due to early release were projected by type of setting using the following formula, the above results would be somewhat modified.

$$\frac{\text{Number of staff reporting early release but unable to quantify}}{\text{Number of staff reporting early release and able to quantify}} \times \text{Total quantified savings due to early release} = \text{Projected savings due to early release}$$

Adding in this additional savings, hospitals would still show the largest excess of quantifiable economic benefit over economic costs (per grandparent) but institution for the

mentally retarded would now move from the lowest to the third largest. (See Exhibit XIII, following this page.)

Along with the foregoing, it should be emphasized that, in general, some types of settings seem to force projects to deviate from program guidelines more than others. The degree to which a project adheres to program guidelines has an effect on economic benefits. Savings in staff time tend to be higher at those settings where grandparents work with more than two assigned children in a day or perform activities which would normally be performed by institutional staff. Should program guidelines be strictly enforced, it would have reduced economic benefits at certain program setting types. This point is discussed more fully in later chapters.

(2) A Value System Must Be Employed in Evaluating Noneconomic Benefits

Because the objectives of the FGP relate to the provision of both economic and noneconomic benefits to foster grandparents, resource allocation decisions cannot be made solely on the basis of economic costs and benefits. To be able to place a value on the noneconomic benefits, decision

PROJEC

Type of Se

	Mentally Retarded Institutions	Schools	Hospitals
Quantified Savings Due To Early Release	$ 256	$233	$1,353
Quantified Savings Due To Early Release Plus Projected Savings Due To Early Release	$1,024	$583	$4,736
Benefits Minus Costs Plus Quantified Early Release	$ 138	$528	$1,671
Benefits Minus Costs Plus Quantified and Projected Savings Due To Early Release	$ 906	$878	$5,054

EXHIBIT XIII

ACTION

PROJECTED SAVINGS DUE TO EARLY RELEASE
AND SAVINGS IN STAFF TIME
(Per Grandparent Per Year)

Type of Setting					
Mentally Retarded Institutions	Schools	Hospitals	Dependent and Neglected	Day Care	All Others
$ 256	$233	$1,353	$ 794	$ 0	$204
$1,024	$583	$4,736	$1,390	$ 0	$545
$ 138	$528	$1,671	$ 699	$508	$297
$ 906	$878	$5,054	$1,295	$508	$638

makers must use a value system that allows for the weighting of benefits both across types of settings and within types of settings. The value system must take into account:

- Program goals and objectives
- Relative needs of children in different types of settings
- Relative impacts of foster grandparent care

IV. FOSTER GRANDPARENTS AS A NATIONAL RESOURCE

IV. FOSTER GRANDPARENTS AS A NATIONAL RESOURCE

Both Congress and the present administration view our large population of citizens over the age of 60 as a national resource that should be developed for the good of society. It is within this frame of reference that the subpopulation of older Americans who are foster grandparents and the Foster Grandparent Program, itself, should be analyzed and evaluated.

Three aspects relevant to this point of view are discussed in this chapter.

A. FOSTER GRANDPARENTS VERSUS OTHER VOLUNTEERS

A question raised by some persons is whether activities being performed by foster grandparents are duplicative of work currently performed by volunteers at no cost to the Federal Government. Others maintain that the quality of foster grandparent activities and the consistency and reliability of their performance results in child care that meets or surpasses that provided by volunteers.

One aspect of this analysis has been to address this issue through a comparison of the relative limitations of foster grandparents and other volunteers and the benefits that children receive from the activities of both. The analysis is based on the reports of host institution staff having direct and current experience with both groups. The survey team focused on two types of other volunteers--foster grandparents who serve without receiving a stipend payment and volunteers who perform functions similar to those performed by foster grandparents.

1. AN INSUFFICIENT NUMBER OF VOLUNTEER FOSTER GRANDPARENTS WERE FOUND TO DRAW MEANINGFUL CONCLUSIONS

Project directors in 6 of the 21 projects visited reported having experience with a total of 10 volunteer foster grandparents. Five project directors reporting on seven volunteers indicated that there were no significant differences in the reliability, turnover rates, and relationships with children between paid and volunteer foster grandparents. It should be noted, however, that several of these seven volunteers were husbands and wives of paid foster grandparents and, therefore, may not have been representative of all volunteer grandparents. Another project director having had

experience with three volunteer foster grandparents indicated that the volunteers had two major limitations: (1) a higher turnover rate, and (2) a less intense relationship with children.

It is evident that the sample of volunteer foster grandparents studied is not large enough to make meaningful comparisons between volunteer and paid foster grandparents. It can be concluded, however, that volunteer foster grandparents currently represent a negligible percentage of the total number of foster grandparents.

2. HOST INSTITUTION STAFF INDICATED THAT FOSTER GRANDPARENTS HAVE FEWER LIMITATIONS THAN DO OTHER COMPARABLE VOLUNTEERS

As part of the field work, host institution staff were asked to compare foster grandparents to comparable volunteers in the same institution. Volunteers were deemed comparable if they met the following criteria:

- Volunteers must work a minimum of four hours per week on a regular schedule.
- A substantial proportion of the volunteers' time must be spent in child care activities similar to those performed by foster grandparents.

- Volunteers must not receive pay (other than out-of-pocket expenses) or university credits for their volunteer activities.

Out of 234 staff persons interviewed, only 25% reported that comparable volunteers worked in their units. The lowest occurrence of volunteers was found in school settings where only 7% of the teachers reported having comparable volunteers in their classes. The highest occurrence of comparable volunteers was in hospital settings where a total of 53% of the staff indicated that volunteers worked in their units.

The staff members were then asked to compare the limitations of foster grandparents to those of comparable volunteers. Of the comments made, 78% described relative limitations of volunteers, while 22% of the comments described foster grandparent limitations. Limitations of volunteers most often cited were:

- Other volunteers are less regular and consistent than foster grandparents.
- Other volunteers are less reliable and less dependable than foster grandparents.
- The volunteer's relationship to the child is less intense and meaningful than that developed by the foster grandparent.

The limitations of foster grandparents most often cited by staff members were:

- Foster grandparents are limited in their scope of activities by program guidelines.
- Foster grandparents are less agile than other volunteers and are constrained, to some degree, by their age.

3. A MAJORITY OF HOST INSTITUTION STAFF REPORT THAT CHILDREN BENEFIT MORE FROM FOSTER GRANDPARENTS THAN FROM OTHER COMPARABLE VOLUNTEERS

The final question in this series asked institution staff members to compare the benefits received by children from volunteers to those provided by foster grandparents. It was reported by 69% of the staff that children benefit more from foster grandparents than from other comparable volunteers. Approximately 17% indicated that the benefits received by the child were the same, while only 5% reported that children benefit more from other volunteer care. The remaining 9% indicated that no comparison should be made.

B. FOSTER GRANDPARENT PROGRAM SUPPLY AND DEMAND RELATIONSHIPS

Under FY '72 funding, the Foster Grandparent Program encompassed approximately 4,500 foster grandparents who serve on the

order of 33,000 children per year. Of interest to long-range planners are questions relating to the potential supply of foster grandparents and to the potential demand for their services.

1. UNDER CURRENT PROGRAM OPERATIONS, THE POTENTIAL SUPPLY OF FOSTER GRANDPARENTS EXCEEDS THE POTENTIAL DEMAND

Under current regulations governing the eligibility of foster grandparents, the potential supply of eligible grandparents can be estimated to be in the neighborhood of five million individuals, as shown in Exhibit XIV, following this page. If one assumes that only one out of five of the eligible population has the interest and ability to function as a foster grandparent, then the total interested, eligible population is approximately one million.

Referring to Exhibit XV, following Exhibit XIV, the estimated number of children in the types of institutional settings in which the Foster Grandparent Program now operates is in excess of 32 million. Assuming that only 2% of the children in school settings and that 50% of the children in all other types of settings could benefit from a relationship with a foster grandparent, the total potential demand for foster grandparent services could be estimated at 3,420,000. Using the current ratios of children per grandparent per year for each type of setting, this demand translates into a demand for approximately 500,000 foster grandparents.

EXHIBIT XIV

ACTION

ESTIMATED POPULATION OF
INDIVIDUALS ELIGIBLE TO
BECOME FOSTER GRANDPARENTS

	Ages 60-64	Ages 65+
Total Population 1970 Census	8,617,000	20,050,000
Less institutionalized population	155,000	748,000
Less individuals with family incomes greater than $2,500/year	6,046,000	10,857,000
Less single individuals with incomes greater than $1,900/year	1,111,000	2,565,000
Less individuals with eligible incomes, but not available due to ill health or disability	321,000	1,434,000
Net Eligible Population	984,000	4,446,000

Statistical Sources: Bureau of the Census, Department of Labor, and Department of Health, Education, and Welfare

EXHIBIT XV

ACTION

ESTIMATED NUMBER OF CHILDREN
IN INSTITUTIONAL SETTINGS

Type of Institution	Estimated Number of Children Through Age 17
Dependent and Neglected	51,000
Mentally Handicapped	108,000
Training Schools for Juvenile Delinquents	54,000
Detention Homes	41,000
Physically Handicapped	23,000
Chronic Disease Hospitals	3,000
Mental Hospitals and Residential Treatment	33,000
Correctional	55,000
Hospitals*	4,000,000
Head Start Programs	472,000
Schools**	27,455,000
	32,325,000

*Total number of patients under age 15 discharged from short-term hospital care in 1967.

**Total number of pupils enrolled in public elementary schools during 1969

NOTE: Projected estimates based on census data.

2. AS ELIGIBILITY REQUIREMENTS ARE RELAXED, POTENTIAL SUPPLY AND DEMAND INCREASE RAPIDLY

If the age restriction on foster grandparents was lowered from 60 years of age to 55, the total population in the eligible age group would expand by 4,800,000. A similar increase would also probably occur if the maximum allowable income were raised. Lack of statistical information prevents the formulation of explicit estimates.

On the demand side, the following statistics on handicapped children in the United States (both institutionalized and noninstitutionalized children) begin to identify the upper boundaries for potential demand of foster grandparents.

Handicap	Number of Children Through Age 18
Mentally Retarded	1,698,000
Emotionally Disturbed	1,388,000
Learning Disabled	697,000
Deaf	52,000
Crippled and Other Health Impaired	349,000
Multihandicapped	41,000
Speech Impaired	2,441,000
Visually Impaired	23,000

Source: U. S. Office of Education 1968-1969.

C. VIABILITY OF FOSTER GRANDPARENTHOOD AS AN OCCUPATION

The market test is a traditional device for determining whether the value of an item is worth its cost. In simplest terms, the test asks if there is anyone willing to buy the item. Can foster grandparents survive the market test? To get an insight to this question, three other questions might be asked:

- Do the benefits to the foster grandchildren, to society, and to the host institutions justify the costs of the program?
- From an institution's point of view, would the costs of having foster grandparents on their staff be offset by their activities?
- Is foster grandparenthood a viable occupation?

1. COST-BENEFIT INDICATIONS

The results of the cost-benefit analysis can provide an indication of the answers to the questions raised above. If foster grandparenthood were an occupation, then decision makers would not be inclined to consider benefits that accrue to foster grandparents. Rather, they would base their hiring decision on the amount they had to pay (net cost) for the noneconomic benefits the grandparents could provide to the children. Net costs can be estimated using two different assumptions.

Assuming that host institutions would pay the net costs of the program and the program would continue to be administered by the Federal Government, the cost-benefit results would be as follows:

- Total program costs would remain at $12,231,000.
- Total quantified economic benefits would be $5,152,000.
- Nonquantified economic benefits to host institutions would remain as indicated in Exhibit VI, following page 32.
- Noneconomic benefits to foster grandchildren would also remain, as shown in Exhibit VI, following page 32.

If the Foster Grandparent Program were dissolved, and the foster grandparents became part of the staff of the host institutions, but continued to function in the same manner, then it would be logical to assume that their costs would remain largely unchanged except for a reduction in administrative costs. Under these circumstances, benefits to the foster grandchildren and to the host institutions would remain unchanged, but:

- Benefits to society-at-large would no longer be considered.
- Federal, grantee, and delegate administrative costs would disappear.

- Project staff costs and administrative materials and supplies expenses would disappear but would be partially replaced by increased host institution administrative costs.

- Assuming that host institution administrative costs would increase 500%, the total cost of the foster grandparents would become $10,370,000 and the excess of costs over quantified economic benefits would be $5,897,000.

Under both of the above assumptions, the valuation placed upon the noneconomic benefits to foster grandchildren would determine whether benefits still exceeded costs.

2. RESPONSES OF PROGRAM PERSONNEL

It is obvious that the answers to the questions raised at the beginning of this section hinge upon the valuation of benefits received by foster grandchildren. To provide an indication of the valuations placed upon these benefits by the professional staff of the host institutions and the institution administrators, the questions tabulated in Exhibit XVI, following this page, were asked.

It is obvious, from these responses, that it is the consensus of the professional staffs and the institution administrators that the benefits of the Foster Grandparent Program exceed the costs. In responding to the last question in Exhibit XVI, the institution administrators most often explained that the choice would be a difficult

EXHIBIT XVI

ACTION

TABULATION OF SURVEY RESPONSES
RELATED TO THE VALUATION OF
BENEFITS TO CHILDREN

1. Questions to Host Institution Professional Staff

   . Do the foster grandparents fulfill the needs of their foster grandchildren that, due to time, money, or other constraints could not otherwise be provided by the staff?

Yes		No	
Number	Percent	Number	Percent
288	97%	6	3%

2. Questions to Institution Administrators

   . Do you think foster grandparents are a necessary complement to the staff?

Yes		No	
Number	Percent	Number	Percent
41	91%	4	9%

   . From the institution's point of view, do the activities of the foster grandparents benefit the institution and the children sufficiently to justify a cost of approximately $1.80 to $2.25 (salary + benefits) per hour?

Yes		No	
Number	Percent	Number	Percent
40	100%	0	0%

   . If the program was removed from the setting, would the institution establish its own internally-funded foster grandparent program?

- Yes	19%
- Yes, if state funds were made available (state institutions)	19%
- No, but would seek outside funding	14%
- No, funds are too limited	37%
- No	11%
	100%

one because it involved trade offs for scarce financial resources. Most of the administrators felt that they were understaffed in trained professionals and they would, therefore, have to choose between hiring additional nurses and social workers, for example, and foster grandparents.

Is foster grandparenthood a viable occupation? Given the present financial environment at host institutions, the answer appears to be "no."

V. POTENTIAL PROGRAM IMPROVEMENTS

V. POTENTIAL PROGRAM IMPROVEMENTS

During the course of the study, the study team solicited opinions on aspects of the program that could be improved and specific suggestions for improvement. In developing the material presented in this chapter, the study team drew upon this information as well as its own experiences during the field work.

A. DELIVERY MECHANISMS AND ADMINISTERING AGENCIES

1. THE GRANTEE MODEL IS THE PROGRAM DELIVERY MECHANISM PREFERRED BY PROJECT PERSONNEL

A majority (79%) of the grantees, delegates, and project directors reported that it was neither necessary nor desirable to have both a grantee and a delegate agency involved in program administration. Interviewees cited that the grantee/delegate framework adds to their administrative costs, is an unnecessary middleman, and tends to create an unwieldy bureaucratic structure. A grantee and a delegate are both necessary only if the grantee does not have expertise in the fields of aging or child care, or is not representative of the community.

Respondents who reported that the grantee/delegate model is desirable felt that grantees should act as planners and coordinators for all programs for the aging in the state or city with delegate agencies handling program operations. On a more limited scale, a grantee might act as a coordinator of all Federal programs within a city or community or as a program advocate responsible for resource recruitment (both funds and grandparents).

2. NO ONE TYPE OF AGENCY OFFERS SIGNIFICANT ADVANTAGES IN ACTING AS EITHER A GRANTEE OR DELEGATE

Interviews conducted with grantee and delegate agency administrators and with project directors indicate that no one agency offers significant advantages in acting as either a grantee or delegate. Approximately one-half of those interviewed could not name any other agency which they felt would offer any advantages over the agency they were currently operating under. The majority of the other respondents felt that any agency with expertise in the field of aging could act as the operating agency. Respondents also indicated that the agency selected to operate the program should not only have a knowledge of and concern for the aged, but must be administratively sound and have a respected position in the community.

In response to specific questions, the same group of interviewees had an almost equal division of opinions on the effectiveness of Community Action Agencies (CAP). The largest percentage (39%) of those interviewed reported that, overall, CAP's offered more disadvantages than advantages. Thirty-two percent of the respondents put forth the opposite view. Of this 32%, however, all but one of the respondents were either CAP administrators or project directors with a CAP as an operating agency. The remainder of the respondents reported both advantages and disadvantages to a CAP or no advantage or disadvantage to a CAP.

The respondents indicating that overall CAP's offer disadvantages to a program cited the following reasons (listed by frequency of response):

- CAP's are not efficiently administered and/or are bad program planners.
- CAP's give low priority to the problems of the elderly and have little knowledge of children with special needs.
- CAP's require the Foster Grandparent Program staff to complete Federal reporting forms for OEO--this is considered "extra paper work."
- CAP's are too political in nature and are not considered permanent community agencies.
- CAP's do not have strong community support.

Advantages to having a CAP as a grantee or operating agency were described as follows (listed by frequency of response):

- CAP's have a concern for the Foster Grandparent Program target population--the poor.
- CAP's are well respected in the community and have strong community support.
- CAP's provide services to the elderly and are concerned with the problems of the elderly.
- CAP's provide administrative support to project staff.
- CAP's assist in soliciting in-kind contributions.
- CAP's aide in the recruitment of foster grandparents.

3. OPINIONS OF THE STUDY TEAM CORRESPOND WITH THOSE EXPRESSED BY PROJECT PERSONNEL

An analysis of the administrative costs incurred by those projects using the grantee/delegate model and those using the grantee model show that there is no significant cost difference between the two models. The grantee/delegate model results in administrative costs of $604 per grandparent versus the grantee model with administrative costs of $598 per grandparent. This cost differential is not significant and does not indicate one model is more efficient than the other. The decision of which model to employ, therefore, should be based on the relative administrative efficacy of the two models.

However, it is the opinion of the study team that the grantee model is preferable to the grantee/delegate model. In both of these models, many project directors operate virtually autonomously. They either have little need or receive little support from the agency under which they operate. Under these circumstances, the grantee/delegate model can offer only comparative disadvantages.

In regard to the type of agency chosen as the grantee, the theoretical arguments in favor of choosing an agency that can coordinate all programs in the community related to the aged or all programs related to the poor can present a strong case. In practice, however, there was no information uncovered to suggest that the potential advantages actually materialize. Rather, indications are that the choice of a grantee should depend upon the local situation and upon the administrative capabilities of the agency.

B. PROGRAM REGULATIONS AND GUIDELINES

1. THE INTERPRETATION OF PROGRAM REGULATIONS AND OPERATING GUIDELINES VARIES THROUGHOUT PROJECTS

There is wide variation in the interpretation of and degree of adherence to operating guidelines and program regulations throughout

project settings. Discrepancies occurred most often in the one-to-one relationship regulation, the regulation limiting the eligibility age of children, and the activities in which foster grandparents can participate.

(1) One-To-One Relationship Regulation

The broadest interpretation occurred in the one-to-one foster grandparent-child regulation. Strict adherence to the guideline seemed to occur in institutions for mentally retarded children where grandparents were found to work almost exclusively on a one-to-one basis with children for an extended period of time.

The least adherence to this regulation appears to occur in day care centers. Although foster grandparents may spend an extra few minutes with a child requiring special attention on a given day, in general, the grandparents were not assigned to special children and worked primarily on a group basis. Since members of the group vary from day to day, the grandparents, in effect, work with the entire day care class.

In hospital settings, foster grandparents are ordinarily assigned to two children but often work with several

additional children per day. As a result of the high turnover rate of children in the hospital settings, relationships are short-term and rarely last as long as three weeks.

Application of the one-to-one regulation varies in institutions for dependent and neglected children. In some settings, the regulation is strictly adhered to; in others, grandparents were found to work with the entire cottage population. The length of the foster grandparent-child relationship varies from one month to several months.

In school settings, regulations allow grandparents to work with up to four children per day on a one-to-one basis. In actual application at the project level, one-to-one relationships do occur at most settings. The relationships, however, are often short-term or intermittent; the class teacher may send several different children to the grandparent over the period of a month.

(2) Regulation Limiting the Age of Participating Children

The program regulation limiting participation in the program to children under 18 years of age creates a problem in institutions for mentally retarded children. In many of these settings, staff emphasized mental age, rather than the

chronological age of the children. As a result, there are a few instances where grandparents are assigned to retarded children in their very late teens or early 20's.

(3) Activities of Foster Grandparents

Program guidelines indicate that the primary activities of foster grandparents are to focus on providing emotional support, individual attention, and a meaningful relationship to children requiring special care. Program policy also indicates that grandparents can participate in the tasks that are directly related to needs that emerge in the normal care of a child: activities, in other words, that a natural grandparent would perform for grandchildren in her care. Guidelines caution, however, that foster grandparents are not to perform strictly custodial activities nor are they to participate in housekeeping chores.

In some projects surveyed, program policy was narrowly interpreted: foster grandparents were not allowed to perform child care tasks such as assisting the child in dressing, and so forth--activities that are a normal part of child care. This limitation often creates conflict for staff members and also for foster grandparents who are anxious to

participate in the activities. In many institutions, foster grandparents were not allowed or encouraged to participate with the child in occupational or physical therapy or other special treatment programs. This activity, however, falls well within program guidelines and results in significant noneconomic benefits to children and foster grandparents, and increases economic benefits to the institution.

In certain institutions, the activity guideline was interpreted to the opposite extreme. In one setting, for instance, grandparents often corrected students' papers. In certain settings, grandparents made beds, folded clothes, and participated in other activities that seemed to have no therapeutic basis for the child and little relevance to the foster grandparent-child relationship. The above findings indicate that guidelines regulating foster grandparent activities require clarification and closer scrutiny from project directors and supervisors.

2. THE ADVISABILITY OF UTILIZING ONE SET OF REGULATIONS FOR ALL PROGRAM SETTINGS MERITS REEVALUATION

Since all setting types in which foster grandparents work serve children with different and distinct problems and needs, the

advisability of utilizing one set of regulations for all program settings requires reevaluation. Two guidelines, in particular, merit reconsideration in light of current application of the regulations in some settings, the purpose and goals of the setting, and the special needs of the children served. The two regulations are:

- The one-to-one relationship regulation
- The age requirement for children

(1) One-To-One Relationship Regulation

The one-to-one regulation is especially suitable in institutions for mentally retarded children where care is often primarily of a custodial nature. Retarded children have a severe, unmet need for the individualized special attention of a caring adult, and they require constant repetition to learn. A strictly adhered to regulation in this setting is appropriate and advisable.

If the foster grandparent program is to continue to operate in day care settings, the one-to-one relationship requirement must be reevaluated. As indicated earlier, grandparents in all day care centers surveyed worked in group situations. Some institution administrators indicated that if the one-to-one relationship was enforced, the program could become a detriment, not an asset, to the

children. The administrators emphasized that children in day care centers are relatively normal. Three, four, and five year olds are at a developmental stage where peer relationships are emphasized; the child begins to become less dependent on his parents and learns to relate to children his own age. Socialization as a goal within this developmental stage, therefore, is stressed. The constant long-term one-to-one relationship in the setting, however, has the tendency to isolate children from their peers and block opportunities for peer relationship development.

In hospital settings and institutions for dependent and neglected children, the one-to-one relationship should receive priority, especially for preschool age children. Some flexibility should be provided, however, to allow foster grandparents to work with small groups of two to three children when a group situation is most consistent with the psychological and social needs of the child.

In summary, the cost-benefit study findings indicate that when the foster grandparents work with children in day care centers, institutions for dependent neglected, and hospitals on a small group basis, significant benefits accrue to foster

grandparents, children, and host institutions. Children in these settings need and benefit from the personal attention of a mature, loving adult. This resource should not be denied them simply because the setting may not be totally amenable to one-to-one relationships. Two possible alternative solutions to this problem present themselves. First, legislation governing the Foster Grandparent Program could be amended to allow grandparents to work on a small group basis, when necessary. Flexibility in the one-to-one guideline at some settings would allow grandparents to facilitate the child's normal development on a small group basis, yet continue to allow the grandparent to provide special one-to-one attention to children experiencing problem days.

Secondly, additional programs that utilize the extensive background and experiences of the elderly could be developed to meet the special needs of persons not eligible for service under current Foster Grandparent Program regulations. Included among these would be programs in which older persons could work on a small group basis in day care centers as well as in other settings where the small group is most appropriate to the needs of the children.

(2) Age Requirements for Children

In day care settings, hospitals, institutions for dependent and neglected children, and schools, the regulation restricting eligibility to children under 18 years of age is appropriate. In fact, in many of the settings, staff emphasize that children over 10 or 12 benefit much less from the foster grandparent relationship, especially on a one-to-one basis, than do young children.

The situation in institutions for mentally retarded children, however, requires a reevaluation of the age restriction regulation. The chronological age of a mentally retarded child in no way reflects the level of skill development attained by the child or the child's need for individual love and attention. Staff emphasize that the number of years that have passed since the retarded child's birth does not measure his movement from childhood to adulthood. Many of the retarded in their early 20's have the temperament and emotional needs of children, and many of the profoundly retarded total care patients in their early 20's have the size and physical appearance of a 7-year old child. In some cases, children over the age of 18 have an unmet need for attention, stimulation, and learning opportunities that meet

or surpass that of younger children. This occurs in many of the institutions where almost all children under the age of 18 are programmed through Federal funds which are not available to those over 18.

In institutions for mentally retarded children, priority should be given to children under 18. However, flexibility should be allowed for the participation of older persons when the needs of the person greatly surpass those of available younger children.

Again, two possible solutions could be developed to accommodate the needs of children over 18 who desperately need the individual care and attention of a mature adult. First, legislation restricting eligibility of children served through the Foster Grandparent Program could be amended to allow participation of persons over the age of 18. Secondly, new programs could be developed through which the experiences and abilities of elderly persons could be mobilized toward filling unmet needs of persons not eligible for foster grandparent care under current age restrictions.

C. PROGRAM ADMINISTRATION AND OPERATION

During the course of the study, the project team had an opportunity to observe operations at all levels of the program and to solicit and formulate opinions on program administration and operation. It is the belief of the project team that the Foster Grandparent Program is one of the better programs it has come in contact with. There are, however, several areas that, in the opinion of the team, have potential for improvement. These areas are briefly discussed below.

1. PROJECT CONTROL

As was pointed out in previous sections, there are many variations in the way project guidelines are interpreted--particularly in regard to the functions that foster grandparents may perform. Although program guidelines appear to clearly define the activities in which foster grandparents may engage, there is often a tendency to discount specific prohibitions when, in the opinion of the project director, the grandparent-child relationship is furthered by doing so or when the pressures from a specific setting seem to require it. In this regard, there appears to be two extremes. On one side are those project directors that literally interpret the guidelines and refuse to allow their grandparents to engage in activities that would be clearly beneficial to the child.

On the other side are those project directors that use a liberal interpretation in the application of the guidelines or allow institution staff to determine the activities of the grandparents.

Although the study team witnessed only a very few instances where the program guidelines were being flagrantly abused, it is clearly a situation that must be controlled. To do so will require the acknowledgement that the needs of one type of setting differ from the next and that the program guidelines should be adjusted to reflect these differences.

During the field work, the study team encountered a few instances that further emphasized the need for tighter control over projects. Among these were cases where grandparents had little or no contact with project staff, where training and orientation did not occur, and where meals were woefully inadequate.

In a program as large as the Foster Grandparent Program, one could normally expect to find a wide variation in the quality of individual projects. In the case of the FGP, however, the program has such potential and there is such a large demand for the program's limited resources that marginal projects should be detected and improved or terminated as quickly as possible. Therefore, one of the pressing needs of the program is for a better system of

project control. The system should periodically evaluate projects, offer them technical assistance, and assure compliance with project guidelines.

2. FINANCIAL CONTROL

In almost all cases, project budgets do not present an absolutely accurate or complete picture of actual project costs. The primary reason is that program legislation and guidelines specify that:

- A minimum of 10% of the total budget is to be paid from non-Federal sources as cash or in-kind contributions.
- A minimum of 80% of the budget must be spent for direct benefits to foster grandparents.
- Certain expenses such as grantee staff support, time cannot be included in the budget.
- The value of in-kind contributions can be computed at cost or at market value.

To meet these requirements, projects are often forced to manipulate budget line items and to include or exclude items that would normally not be included or excluded.

The problem created by having somewhat artificial budgets is that their value as control tools is considerably lessened. The

study team encountered a few instances where it appeared that in-kind budget items were, in fact, not provided or were provided at a level lower than the budgeted level. In other instances, grandparents reported that their compensation for transportation did not cover their actual expenses and that they had to spend uncompensated money for meals. In addition, there appeared to be instances where funds were transferred from one line item to another.

In the opinion of the study team, these examples point up a need for a better system of financial control to provide assurance that project expenditures (1) accurately reflect costs of program operations, (2) are within Federal guidelines, and (3) are allowable under the terms of the project grant.

3. PROJECT EVALUATION

Grantees or delegates are currently responsible for conducting periodic project evaluations. These evaluations, however, are largely qualitative and are not consistent in their approach or depth. As such, they are not particularly useful, analytical tools. During the course of the field work, project personnel often expressed a desire to receive evaluative feedback and suggestions for project improvements.

It appears that a strengthened framework for conducting yearly project evaluations has a good deal of potential in terms of improving

the weaker projects and disseminating innovative ideas throughout the program. The framework should emphasize quantitative measures and perhaps provide evaluative tests that the project could administer.

4. PROJECT MANAGEMENT

Perhaps the single most important factor in determining the success of a project is the quality of project management. The project director and his staff can have a large impact on, among other things, the morale of the grandparents, the effectiveness of the grandparents and their acceptance by institution staff, and on the frequency and severity of operational problems. The project director, in fact, shapes the entire project. The more innovative and aggressive of the project directors are concerned with a wide variety of things that may not be approached by the less capable directors, but which have a positive impact on the project. Examples are (1) searching for sources of outside funding, (2) activity promoting the public image of foster grandparents, and (3) experimenting with innovative constructive foster grandparent activities.

When considering the funding of a new project or the continuation of an established project, the quality of the project management appears to be a much more important consideration than the type of setting or the location.

The principles of management suggest that there should be an optimum project size that minimizes the project cost per grandparent. Assuming a fixed salary for the project director and for each of his staff supervisors, the administrative cost per grandparent should decrease as project size (number of grandparents) increases until there are a sufficient number of grandparents to require the addition of a staff supervisor. At this point, administrative costs per grandparent jump upward, but will again decrease as project size continues to increase. The theoretical shape of this curve is shown in Exhibit XVII, Part A, following this page.

Actual cost data were used to plot the curves shown in Part B of Exhibit XVII. The actual curve differs from the theoretical curve because:

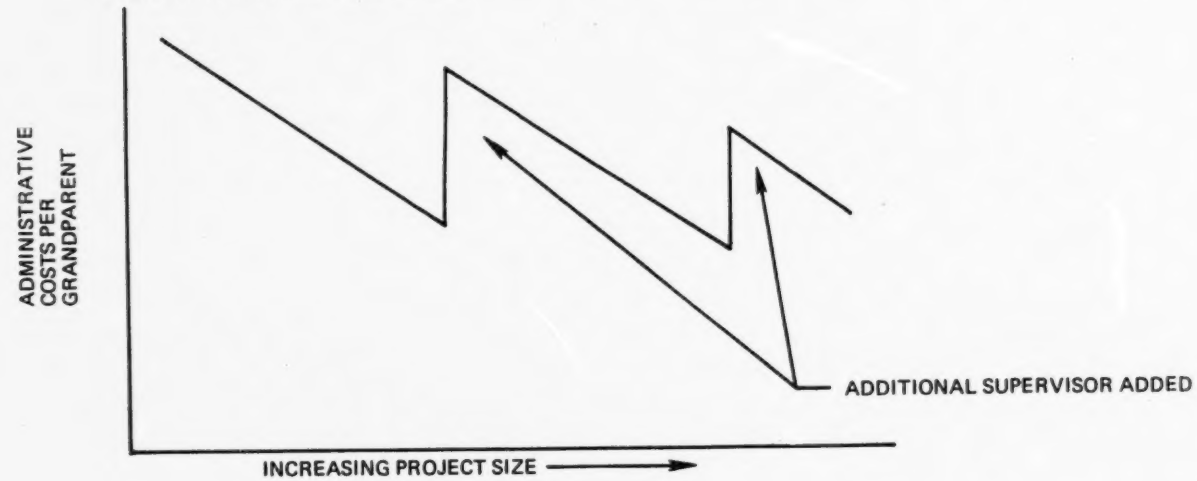
- In general, projects in urban areas must pay higher salaries than projects in nonurban areas.
- Project staff are generally paid at higher rates in large projects than in small projects.
- The point at which a staff supervisor must be added depends not only on the size of the project, but on the number of settings and the physical distance between settings.
- The actual curve has only one breakpoint because there was insufficient data to plot the curve for very large projects.

EXHIBIT XVII

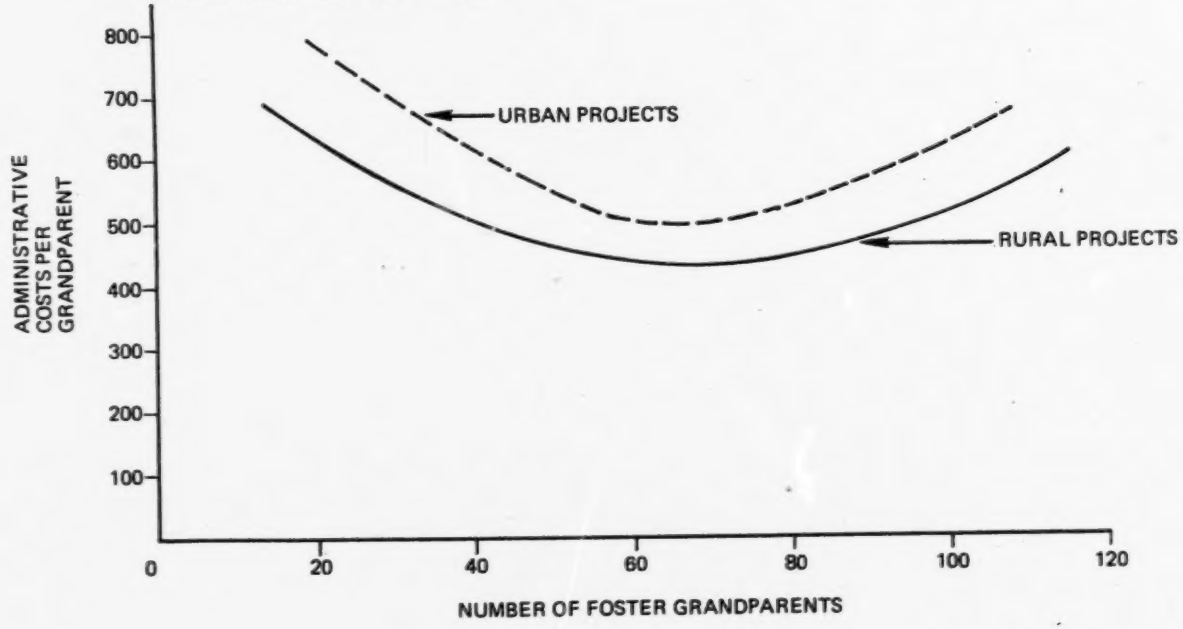
ACTION

COST AND PROJECT SIZE RELATIONSHIPS

A. THEORETICAL CURVE OF ADMINISTRATIVE COSTS PER FOSTER GRANDPARENT VS. PROJECT SIZE



B. ACTUAL CURVE OF ADMINISTRATIVE COSTS PER FOSTER GRANDPARENT VS. PROJECT SIZE



Although these curves demonstrate an opportunity for cost savings, that is not their real significance. The absolute magnitude of the potential savings indicated above is small compared to total costs. Rather, the curves graphically display the opportunity for larger projects to pay higher wages to project personnel without increasing the per grandparent administrative costs above those of smaller projects. Obviously, those projects that can pay higher wages are in a better position to attract the most competent supervisory personnel. Because it is the study team's belief that the quality of the project director and his supervisors is the most important factor in determining the quality of the project, it is our belief that small projects should not be funded.

APPENDIX A

FIELD SURVEY SITES AND CHARACTERISTICS

SITE	FEDERAL REGIONS										TYPE OF HOST INSTITUTION													
	I	II	III	IV	V	VI	VII	VIII	IX	X	MR	PH	DN	H	ED	DC	HS	S	C	UN-WED MOTHERS	MR, ED & PH	MR & ED	MR & PH	MR & D
1. NEW HAVEN, CONN.	3										2			1										
2. BOSTON, MASS.	3										1		1							1				
3. WRENTHAM, MASS.	1										1													
4. ATLANTIC CITY, N.J.		3													1	1		1						
5. WOODBINE, N.J.		1									1													
6. HAVERSTRAW, N.Y.		2									1		1											
7. UPPER MARLBORO, MD.			2								2													
8. PARKERSBURG, W.VA.			3										1					2						
9. GRANTS, N.M.						1					1													
10. ATLANTA, GA.				3							2			1										
11. FT. LAUDERDALE, FLA.				6							2	1				1	1	1						
12. CHICAGO, ILL.					6						1			1		3						1		
13. DETROIT, MICH.					3						1		1	1										
MINNEAPOLIS, MINN.																								
14. CAMBRIDGE, MINN.					1						1													
15. FARIBAULT, MINN.					1						1													
16. CONWAY, ARK.						1					1													
17. SAN ANTONIO, TEXAS						2								2										
18. MEXIA, TEXAS						1					1													
19. TOPEKA, KAN.							1				1													
20. PROVO, UTAH								4			2				1			1						
21. DENVER, COLO.								5			1			3		1								
22. SAN FRANCISCO, CAL.									8		1	1	1	3		2								
23. STOCKTON, CAL.									1										1					
OLYMPIA, WASH.																								
24. BUCKLEY – RAINIER SCHOOL										1	1													
25. SEATTLE – FIRCREST SCHOOL										1	1													
TOTAL NO. OF INSTITUTIONS IN EACH CATEGORY	19	16	23	24	50	23	12	18	15	8	84	6	23	28	11	24	9	8	3	1	2	2	2	1
NO. OF INSTITUTIONS IN SELECTED SAMPLE	7	6	5	9	11	5	1	9	9	2	26	2	5	12	2	8	1	5	1	1	–	1	–	–
NO. OF INSTITUTIONS REQUIRED IN 15% SAMPLE	3	2	3	4	7	3	2	3	2	1	13	1	3	4	2	4	1	1	–	–	–	–	–	–

FIELD SURVEY SITES AND CHARACTERISTICS

TYPE OF HOST INSTITUTION							TYPE OF ADMINISTERING AGENCY			SIZE OF FOSTER GRANDPARENT PROGRAM BY INSTITUTION						GEOGRAPHIC SETTING	
C	UN-WED MOTHERS	MR, ED & PH	MR & ED	MR & PH	MR & DC	PH & DN	COMMUNITY ACTION	STATE GOVERNMENT	PRIVATE AGENCY	0-5	6-15	16-30	31-60	61-80	81-106	URBAN	NON-URBAN
									3			2	1			3	
	1						3			1	1		1			3	
							1						1				1
							3				2	1				3	
							1							1			1
								2				2					2
								2				2				2	
							3			1	3						3
							1							1			1
								3			2	1				3	
								6		2	2	1		1		6	
			1					6		3	2	1				6	
									3		1	1	1			3	
									1				1				1
									1				1				1
								1							1		1
							2					1	1			2	
								1					1				1
									1				1			1	
							4			1	2	1				4	
									5	1	3	1				5	
									8	3	4	1				8	
1								1					1			1	
								1					1				1
								1					1			1	
3	1	2	2	2	1	1	70	69	65	45	73	37	36	7	6	168	36
1	1	–	1	–	–	–	18	24	22	12	22	15	12	3	1	51	13
–	–	–	–	–	–	–	10	10	10	7	11	6	5	1	1	25	5

APPENDIX B

SUMMARY OF FOSTER GRANDPARENT QUESTIONNAIRE RESPONSES

During the course of the field work, questionnaires were administered to 853 foster grandparents. Each of the questions is reproduced below just as it appeared on the questionnaire. Most of the questions had precoded responses. Under each of the precodes is the precent of grandparents who chose that response. Under each of the open-ended questions are the post-codes and the percent of grandparents whose responses fell into each post-code category.

1. AGE

60-64	65-71	72-80	81 OR OVER
12%	50%	33%	5%

2. SEX

FEMALE	MALE
79%	21%

3. MARITAL STATUS

SINGLE, NEVER MARRIED	MARRIED	WIDOWED	DIVORCED	SEPARATED
3%	26%	62%	6%	3%

4. WHAT WAS THE LAST GRADE THAT YOU COMPLETED IN SCHOOL?

NEVER ATTENDED SCHOOL	1-6	7-8	9-10	11-12	SOME COLLEGE
1%	18%	31%	19%	18%	13%

5. WHOM DO YOU LIVE WITH?

LIVE ALONE IN HOUSE OR APARTMENT	LIVE WITH FAMILY, RELATIVES, OR FRIENDS	LIVE IN HOME FOR THE ELDERLY	BOARDING HOUSE
54%	43%	0.5%	0.5%

OTHER, SPECIFY

Motel or Hotel 0.5%

Mobile Home 1.5%

6. WHAT THREE (3) THINGS HAVE MOST AFFECTED YOUR LIFE IN THE LAST FIVE (5) YEARS?

The Foster Grandparent Program	74%
A family problem	47%
Accident or health problem	23%
Death of a husband or wife	20%
Change in living arrangement	10%
Financial problems	7%
Retiring	6%
Improved or good health	5%
Trip or vacation	5%
Living	3%

7. DURING THE YEAR BEFORE JOINING THE FOSTER GRANDPARENT PROGRAM, DID YOU WORK 20 HOURS OR MORE A WEEK ON A REGULAR BASIS FOR PAY?

YES	NO
32%	68%

8. IF YOU WERE EVER EMPLOYED ON A FULL-TIME BASIS, WHAT WAS YOUR OCCUPATION BEFORE RETIRING?

White collar job	6%	Self-employed	4%
Blue collar job	40%	Professional	4%
Clerk	11%	Housewife	11%
Farmer	6%	Other	18%

9. HOW DID YOU LEARN ABOUT THE FOSTER GRANDPARENT PROGRAM?

Relative or friend	40%	T. V. or radio	4%
Newspaper	30%	Host institution	2%
Foster grandparent	9%	Employment service	4%
Social services agency	3%	Other	8%

10. DO YOU GET MORE MONEY NOW, BECAUSE YOU ARE A FOSTER GRANDPARENT, THAN YOU DID IN THE YEAR BEFORE BECOMING A FOSTER GRANDPARENT?

YES 76% NO 24%

IF NO DO NOT ANSWER QUESTION 11.

11. WHAT THREE (3) THINGS HAVE YOU BEEN SPENDING OR USING MOST OF THIS EXTRA MONEY ON? (CHECK THREE THINGS)

FOOD	CLOTHING AND PERSONAL ITEMS	RENT OR HOUSING	MEDICAL OR DENTAL CARE
57%	30%	23%	36%
HOUSEHOLD IMPROVEMENTS OR REPAIRS		SAVINGS	APPLIANCES
23%		6%	4%
GIFTS, CHARITY, OR CHURCH DONATIONS		PAY OFF DEBTS	
18%		23%	

OTHERS, SPECIFY

Taxes	Insurance
2%	2%

12. HOW HAS YOUR HEALTH BEEN SINCE JOINING THE FOSTER GRANDPARENT PROGRAM, AS COMPARED WITH BEFORE YOU WERE IN THE PROGRAM?

MY HEALTH IS NOT AS GOOD	THE SAME	SOMEWHAT IMPROVED	MUCH IMPROVED
3%	45%	21%	31%

IF HEALTH IS [THE SAME] DO NOT ANSWER QUESTION 13.

13. IF YOUR HEALTH HAS CHANGED SINCE JOINING THE PROGRAM, DO YOU THINK THE REASON IS BECAUSE YOU ARE A FOSTER GRANDPARENT?

YES	NO
89%	11%

14. BECAUSE YOU ARE A FOSTER GRANDPARENT DO YOU FEEL: (CHECK ONE IN EACH GROUPING)

A.

LESS INDEPENDENT	FEELING OF INDEPENDENCE HAS NOT CHANGED	SOMEWHAT MORE INDEPENDENT	MUCH MORE INDEPENDENT
2%	12%	29%	57%

B.

LESS USEFUL TO OTHERS	FEELING OF USEFULNESS TO OTHERS HAS NOT CHANGED	SOMEWHAT MORE USEFUL TO OTHERS	MUCH MORE USEFUL TO OTHERS
less than 0.5%	6%	25%	69%

BECAUSE YOU ARE A FOSTER GRANDPARENT DO YOU FEEL: (CHECK ONE IN EACH GROUPING)

C.

LONELIER	FEELING OF LONELINESS HAS NOT CHANGED	SOMEWHAT LESS LONELY	MUCH LESS LONELY
less than 0.5%	12%	20%	68%

D.

LESS SATISFIED WITH LIFE	FEELING OF SATISFACTION WITH LIFE HAS NOT CHANGED	SOMEWHAT MORE SATISFIED WITH LIFE	MUCH MORE SATISFIED WITH LIFE
less than 0.5%	5%	19%	76%

E.

LESS SELF-RESPECT	MY FEELING OF SELF-RESPECT HAS NOT CHANGED	SOMEWHAT MORE SELF-RESPECT	MUCH MORE SELF-RESPECT
less than 0.5%	19%	15%	66%

F.

LESS HAPPY	I AM JUST AS HAPPY AS I WAS BEFORE	SOMEWHAT HAPPIER	MUCH HAPPIER
less than 0.5%	8%	16%	76%

G.

LESS LOVED	JUST AS LOVED AS BEFORE	SOMEWHAT MORE LOVED	MUCH MORE LOVED
none	14%	19%	67%

BECAUSE YOU ARE A FOSTER GRANDPARENT DO YOU: (CHECK ONE)

H.

WORRY MORE ABOUT MONEY	WORRY AS MUCH ABOUT MONEY AS BEFORE	WORRY SOMEWHAT LESS ABOUT MONEY	WORRY MUCH LESS ABOUT MONEY
1%	6%	35%	58%

15. HOW LONG HAVE YOU BEEN WORKING AS A FOSTER GRANDPARENT?

LESS THAN 1 MONTH	1-3 MONTHS	4-11 MONTHS	12-23 MONTHS	2-3 YEARS	MORE THAN 3 YEARS
1%	4%	10%	11%	19%	55%

16. WHAT CHANGES OR IMPROVEMENTS IN THE FOSTER GRANDPARENT PROGRAM WOULD YOU SUGGEST?

No changes	27%
Increase stipends	21%
Employ more foster grandparents	20%
Improve transportation arrangements	11%
Improve project space arrangements	7%
Relax age restrictions on children	5%
Change working hours	3%
Other	6%

17. WHICH, IF ANY, OF THE FOLLOWING THINGS DID YOU OR YOUR HUSBAND/WIFE RECEIVE IN THE YEAR BEFORE JOINING THE FOSTER GRANDPARENT PROGRAM? (CHECK ALL THOSE THAT YOU RECEIVED)

9%*	WELFARE (OLD AGE ASSISTANCE, AID TO FAMILIES WITH DEPENDENT CHILDREN, GENERAL ASSISTANCE, RENT SUBSIDY)
5%*	PUBLIC HOUSING
8%*	MEDICAID
8%*	FOOD STAMPS/SURPLUS COMMODITIES
81%	NONE

* 19% of the foster grandparents checked one or more of these

18. WHICH OF THE FOLLOWING THINGS ARE YOU NOW RECEIVING? (CHECK ALL THOSE THAT YOU ARE RECEIVING)

3%**	WELFARE (OLD AGE ASSISTANCE, AID TO FAMILIES WITH DEPENDENT CHILDREN, GENERAL ASSISTANCE, RENT SUBSIDY)
8%**	PUBLIC HOUSING
2%**	MEDICAID
5%**	FOOD STAMPS/SURPLUS COMMODITIES
86%	NONE

** 14% of the foster grandparents checked one or more of these

19. WHAT IS THE MOST IMPORTANT THING YOU HAVE GAINED AS A RESULT OF BEING A FOSTER GRANDPARENT

Satisfaction from helping the children	34%***
Extra income	25%
Love	19%
Feeling of usefulness	15%
Independence	13%
Happiness	11%
Companionship	8%
Knowledge	6%

*** Some grandparents give more than one response

APPENDIX C

SUMMARY OF INSTITUTION STAFF INTERVIEW GUIDE RESPONSES

Interviews were conducted with 256 institution staff during the course of the field work. The number of questions asked varied by interviewee, depending upon his affiliation with the Foster Grandparent Program. The responses to the majority of the questions are summarized either by percent of institution staff giving a response or by the frequency of response given.

Questions one through five were not summarized. These questions were asked to give the study team a reading on the amount of experience the interviewee had with foster grandparents and the number and representativeness of the foster grandchildren under his care. If the institution staff person did not have sufficient experience with foster grandparents or if the foster grandchildren under his care were not representative of children who have been assigned grandparents in the past, the interview was terminated.

1. How long have you worked with children who have foster grandparents?

   _____years _____months

2. How many of the children that you are responsible for currently have foster grandparents?

3. Do you know exactly which children currently have foster grandparents?

4. Are the children who currently have foster grandparents representative of those children who have been assigned foster grandparents in the past?

   _____yes _____no

5. How many foster grandparents currently work in your unit? _____

6. Of the foster grandchildren for whom you are presently responsible what, if any, changes have occurred within the children that you would directly attribute to their relationship with their foster grandparents? Please give the number of children that fall into each category.

	Cannot Make A Judgment*	Child Not Capable of Demonstrating the Behavior	Negative Effect	No Meaningful Change	Some Meaningful Progress	Substantial Progress
Physical Health	82		3	1,025	661	210
General Disposition	63	24	28	369	883	614
Peer Relations	167	180	7	741	637	244
Relations with Authority Figures	151	156	34	834	633	179
Sense of Security	131	49	4	427	789	579
Self-Image	450	168	6	366	672	318
Communication Skills	112	46	4	681	739	398
Other Skill Development	170	38		606	812	355
Maturity Level	441	84	2	706	568	181
Anti-Social Behavior	85	39	23	1,110	503	220
Performance in School	752	633	1	185	276	134

In general, to what aspect of the foster grandparent-child relationship do you attribute the changes indicated above?

Individual attention	48%**	Feeling of security	14%
One-to-one relationship with mature person	29%	Parental image	5%
Love and understanding	32%	Instructive activities	11%
		Other	15%

* No opportunity to observe the behavior or don't feel qualified to make a judgment.

** Total does not add to 100% due to multiple responses.

7. To your knowledge, have any children, during the past year, made progress toward an early release from the institution as a result of having a foster grandparent? 30% yes 32% no 32% not applicable 6% don't know

If yes, what percentage of children who had had foster grandparents, during the past year, would you estimate have made progress toward an early release as a result of the relationship? _____%

On the average, how much progress, in days or months, has been made per child?

_____days _____months

This question was analyzed by question part, on an individual respondent basis, and is not appropriately summarized for total respondents. Results of this question and question number nine, on the following page, were used to compute the quantified savings due to early release of children of $1,565,200.

8. To your knowledge, will any children who have had a foster grandparent during the past year stay in the institution longer than they otherwise would have stayed?

0 yes 100% no

If yes, what percentage of the children who have had foster grandparents during the past year would you estimate have stayed longer as a result of the relationship? _____%

On the average, how long have stays been extended, in days or months, per child? _____days _____months

9. To your knowledge, have the foster grandparents accelerated their children's progress to the point that special treatment programs could be terminated early (e.g., physical therapy, etc.)? (To be asked only of professionals in a special treatment program.)

A. How many children have made progress? _____

B. How early is termination? _____.

C. Daily cost of special treatment per child _____

D. Type of special treatment _____

This question was analyzed by question part, on an individual respondent basis and is not appropriately summarized for total respondents. The results of this question and question number seven on the previous page, were used to compute savings due to early release.

10. Taking into consideration the time you spend supervising foster grandparents, does the Foster Grandparent Program result in a net savings or loss of time? _____yes _____no

Staff Position		Saved	Lost
Respondent_____	_____ Hrs.	_____	_____ per wk.
_____	_____ Hrs.	_____	_____ per wk.
_____	_____ Hrs.	_____	_____ per wk.
_____	_____ Hrs.	_____	_____ per wk.

Net savings in staff time = $2,908,000

11. If staff time is freed by the foster grandparents, how is this time used by staff members?

Additional care to other children	80%*
Administrative matters	12%
Housekeeping duties	13%
Program planning	5%
Meetings or conferences	2%

* Total does not add to 100% due to multiple responses

12. Do the foster grandparents fulfill needs of their foster grandchildren that, due to time, money, or other constraints could not otherwise be provided by the staff? 97% yes 6% no

Explain:

Foster grandparents fulfill children's needs for:

Individual attention
A one-to-one relationship with a mature person
Love and understanding
Security
Parental image

13. In your opinion, what types of children are likely to benefit most from a relationship with a foster grandparent?

All	11%
Parental deprivation or neglect	28%
Emotionally disturbed or insecure	20%
Socially isolated or withdrawn	8%
Ten years old or younger	14%
Severely or profoundly retarded	10%
Educable or trainable retarded	14%
Behind in skills or learning disability	17%
Physically handicapped	8%
Behavior problem	7%
Other	48%

* Total does not add to 100% due to multiple responses

14. What, if any, changes would you suggest to improve the Foster Grandparent Program?

Increase number of foster grandparents	14%*
Improve orientation and/or training of grandparents	18%
Improve screening mechanism for grandparents	14%
Expand scope of grandparent activities	10%
Increase grandparent/staff communication	13%
Change grandparent working hours	11%
Improve supervision of grandparents	4%
Raise or remove age restrictions on children	16%
Flexibility in one-to-one relationship	19%
Improve child assignments	5%
Other	29%
None	15%

* Total does not add to 100% due to multiple responeses

15. Has the presence of foster grandparents had an effect on the morale of regular institutional staff?

81% yes positive 12% no

Explain 7% yes negative

Factors contributing to positive effect on morale:

- Relieves pressure on the staff--additional resource to attend to needs of children
- See children benefiting from activities of grandparents
- Foster grandparents are friendly, cheerful, and reliable

Factors contributing to negative effect on morale:

- Some foster grandparents do not perform to their fullest capabilities
- Foster grandparents spoil children
- There is in-fighting between grandparents

16. Do volunteer foster grandparents work in your unit? 3% yes 97% no
How would you evaluate the benefits from the volunteer foster grandparents to the children as compared to that of the paid foster grandparents?*

Volunteer foster grandparent:

. Provide fewer benefits to the children	13%
. Provide the same benefits to the children as do the paid foster grandparents	75%
. Provide greater benefits to the children	0
. Not comparable	12%

17. Do other volunteers work in your unit? 25% yes 75% no
(Each part of the question is to be completed separately from each group of volunteers.)

Criteria for selecting volunteers for comparison:

1. Activities of the Volunteers: A substantial proportion of the volunteer's time must be spent in child care activities similar to those performed by foster grandparents.

2. Volunteers must work a minimum of four hours per week on a regular schedule.

(a) If more than one volunteer program operates in the institution, what volunteer program are they working through?

(b) What activities do they perform?

* Because only 10 volunteer foster grandparents were identified, these results do not appear to be significant.

(c) How would you compare the limitations of volunteers to those of foster grandparents?

Limitations of Foster Grandparents

Activities allowed to perform limited by guidelines	33%
Less dextrous due to age	29%
Less educated	13%
Other	13%
None	12%

Limitations of Volunteers

Less consistent and regular	33%
Less dependable and reliable	19%
Less mature and experienced	8%
Do not provide mother image	5%
Provide a less intense one-to-one relationship	14%
Lack training and supervision	10%
Other	6%

* Total may not equal 100% due to independent rounding

(d) How would you compare the benefits provided by the volunteers to the children with the benefits that foster grandparents provide to the children?

Volunteers:

Provide fewer benefits to the children 69%

Provide the same benefits to the children as to the foster grandparents 17%

Provide greater benefits to children than do foster grandparents 5%

Not comparable 9%

18. Are there any aspects of the Foster Grandparent Program not covered in the interview on which you would like to comment?

Not summarized for purposes of analysis

SUMMARY OF INSTITUTION ADMINISTRATOR INTERVIEW GUIDE RESPONSES

Interviews were conducted with 43 administrators of host institutions. In addition, interviews were conducted with business managers of the institution when the administrator was unable to answer questions regarding the costs of the Foster Grandparent Program to the institution. The questions presented below represent those questions which were summarized for the purposes of the cost-benefit analysis. The majority of the questions are open-ended. Under each of the open-ended questions are the post codes and the percent of interviewers whose responses fell into each post code category.

Questions one through seven and question fifteen (see Interview Guide for Institution Administrators, Appendix E) are not summarized below. These questions were designed to obtain a measure of the experience the administrator had with the program, to collect specific cost data, and to obtain an estimate of the number of children benefiting from foster grandparent care.

Question 8. Do you think foster grandparents are a necessary complement to the staff? 91% yes -- 9% no

Those respondents indicating no to the above question stated that although grandparents were not necessary they were a highly desirable complement to the staff.

Respondents indicating that foster grandparents were a necessary complement to the staff cited that grandparents provide the following:

Love and individual attention
Warm, personal one-to-one relationship
An older person to identify with
Parental image
A homelike atmosphere to an institution
Fulfill emotional needs of children
Exposes children to the elderly segment of the population

Question 9. From the institution's point of view, do the activities of the foster grandparents benefit the institution and the children sufficiently to justify a cost of approximately $1.80 to $2.25 (salary + benefits) per hour?
100% yes

If yes, ask second part of question.

If the program was removed from the setting, would the institution establish its own internally-funded foster grandparent program?

19%	Yes	11%	No
19%	Yes, if state funds were made available (State Institutions)	14%	No, but would seek outside funding
		37%	No, funds are too limited

Question 10. What are the most significant benefits to the institution from the Foster Grandparent Program?

Improved child care	75%*
Reduces child/staff ratio	16%
Aides in community relations	5%
Other	3%

*Total may not add to 100% due to independent rounding.

Question 11. What problems, if any, have arisen within the institution as a result of, or related to the Foster Grandparent Program?

No major problems	46%
Some minor problems (e.g., scheduling of children; transportation for grandparents)	35%
Capabilities of some grandparents are limited	7%
Role of grandparent not clearly understood by staff	12%

Question 12. Could you use additional foster grandparents at the institution? 66% yes -- 27% no
How many? A minimum of 533*
2% don't know
5% only if age restriction on children lifted

Question 13. Are you aware of any administrative problems in the foster grandparent project? 14% yes -- 86% no

Types of administrative problems cited:

Project has financial problems
Friction between project staff and institution staff

Question 14. What changes, if any, would you like to see take place in the Foster Grandparent Program?

Expand scope of activities for foster grandparents	24%
Flexibility in one-to-one relationship	24%
Increase number of grandparents	9%
Increase grandparent stipends or benefits	3%
Modify grandparent entrance requirements and establish retirement age	5%
Modify grandparent working hours	7%
Improve training and/or orientation	5%
None or Other	22%

For Volunteer Programs Similar to the Foster Grandparent Program

(Questions 16 through 18 are to be completed separately for each group of volunteers.)

Criteria for selecting volunteers for comparison:

1. Activities of the Volunteers: A substantial proportion of the volunteer's time must be spent in child care activities similar to those performed by foster grandparents.

2. Volunteers must work a minimum of four hours per week on a regular schedule.

* 533 is the aggregate number of additional foster grandparents identified by those who responded "yes."

Question 16. What differences, if any, do you see in the child care activities performed by foster grandparents, as compared with volunteers?

Foster grandparents form a closer relationship with child	35%
Volunteers perform a wider scope of activities	7%
Volunteers are allowed to work with groups of children	18%
Volunteers become less involved with children	21%
Other	7%
No differences	11%

Question 17. Is the turnover rate different for foster grandparents, as compared with volunteers? 85% yes -- 15% no

If there is a difference, what kind of effect does it have on the children?

Volunteers have a much higher turnover rate than do foster grandparents. The effect on the children is that the high turnover rate prohibits volunteer from establishing a close long-term one-to-one relationship with a child.

Question 18. How would you compare the benefits that children receive from volunteers to those they receive from foster grandparents?

Volunteers provide greater benefits to children	0
Volunteers provide the same benefits to children as do foster grandparents	15%
Volunteers provide fewer benefits to children	63%
Not comparable	22%

APPENDIX D

SUMMARY OF GRANTEE, DELEGATE, AND PROJECT DIRECTOR INTERVIEW GUIDE RESPONSES

During the course of the field work, interviews were conducted with 31 grantees and delegates and 21 project directors. The grantee and delegate interview guide was also used to interview project directors. The responses to the questions summarized, represent the responses of both groups of interviewees, unless otherwise noted. The responses to the questions are reported either by percent of interviewees giving each response or by percent of frequency of response. [See Appendix E, for a copy of Interview Guide for Grantees and Delegates.]

Questions 1 through 3, 8, 9, 11, 12, 14, and 15 are not summarized. These questions were used primarily to determine economic costs and benefits and to provide information regarding the operations of an individual project.

4. Are there any administrative difficulties with the project?

	Delegate/ Grantee	Project Director
A. Flow of funds and accounting		
Funds delay on the part of the grantee	22%	18%
Funds are slow in arriving from Federal Government	22%	14%
Reporting and/or budget procedures unclear or complicated	11%	9%
Other	4%	27%
None	41%	32%
B. Policy decisions (authority and responsibility)		
Would like imput into national FGP policy	4%	
Role of grantee unclear	8%	
Increase authority of grantee	4%	
Other	16%	5%
None	68%	95%
C. Federal legislation, regulations, and guidelines		
Modify one-to-one regulation	14%	13%
Raise income eligibility level for grandparents	9%	15%
Increase grandparent stipend	9%	15%
Raise or eliminate age restriction on children	14%	18%
Allow flexibility in 80/20 budget formula	14%	7%
Lower entrance age for grandparents	5%	9%
Establish stipend increases for grandparents based on tenure	5%	
Relax health standards for grandparents	2%	
Other	14%	16%
None	14%	7%

	Delegate/ Grantee	Project Director
D. Operating difficulties		
Difficulty meeting 10% in-kind contribution	19%	24%
Insufficient space for grandparents at sites	4%	
Insufficient number of project staff and/or low staff salaries	15%	14%
Would like to expand program	12%	24%
Other	12%	9%
None	38%	29%
E. Other		
Difficulties with grantee	3%	21%
More contact with Federal Government on program requirements	13%	6%
Clarification of guidelines	6%	6%
Other	45%	49%
None	33%	18%

5. Is it necessary and/or desirable to have both a Grantee and a Delegate? Why?

Both a Grantee and a Delegate are not necessary.	79%
Grantee is desirable, but not necessary.	9%
Necessary to have both a Grantee and a Delegate.	5%
Do not know or other.	7%

Comments:

Having both a Grantee and a Delegate adds to administrative costs. The Grantee/Delegate model incorporates an unnecessary middleman and creates a bureaucratic structure.

A Grantee and a Delegate are both necessary only if the Grantee is not experienced in aging, child care, or is not representative of the community.

Grantees could act as planners and coordinators for all programs for aged in the state or city; or could act as coordinators of all Federal programs in the area.

Grantee can aide in resource recruitment.

6. Are there specific advantages or disadvantages in having a CAP agency as a Grantee or Delegate?

CAP's offer more disadvantages than advantages	39%
CAP's offer more advantages than disadvantages	32%
CAP's offer both advantages and disadvantages or neither	29%

CAP's disadvantages:

CAP's are not efficiently administered and/or are bad program planners.

CAP's give low priority to the problems of the elderly and have little knowledge of children with special needs.

CAP's require the Foster Grandparent Program staff to complete Federal reporting forms for OEO--this is considered "extra paper work."

CAP's are too political in nature and are not considered permanent community agencies.

CAP's do not have strong community support.

CAP's advantages:

CAP's have a concern for the Foster Grandparent Program target population--the poor.

CAP's are well respected in the community and have strong community support.

CAP's provide services to the elderly and are concerned with the problems of the elderly.

CAP's provide administrative support to project staff.

CAP's assist in soliciting in-kind contributions.

CAP's aide in the recruitment of foster grandparents.

Are there any other types of agencies, e.g., Division of Aging Department of Mental Health, Red Cross, etc., which offer any advantages or disadvantages in acting as a Grantee or Delegate?

None	46%
Any agency with an expertise in the field of aging or in serving children with special needs	28%
Any administratively sound and respected agency	24%

10. What is the annual turnover rate of foster grandparents? What are the usual reasons for leaving the project? [Responses of project directors only.]

The annual turnover rate for all projects is approximately 6%

The usual reasons for leaving a project are: [Listed in order of Frequency.]

Illness/health problem [self or family]
Death
Moved
Over income guideline
Another job
Marriage

13. Has the project had any volunteer foster grandparents? *

29% yes 71% no

How many has the project had? Total of 10 for all projects

What have been the costs associated with these volunteers, e.g., costs of training and orientation, transportation, physical examinations, meals, uniforms or smocks, workmen's compensation, etc.?

The costs associated with volunteers are workmen's compsensation, meals, training and orientation, physical examinations, and smocks. It should be noted, however, that the above costs were not uniform throughout projects, i.e., some projects did not provide volunteers with physical examinations.

*Because only 10 volunteer foster grandparents were identified, these results do not appear to be significant.

Do benefits (other than salary) differ for the volunteers as compared with the paid foster grandparents? 100% yes 0 no

Explain: In none of the projects visited did volunteer foster grandparents receive transportation. The usual types of benefits received by volunteers were those of meals, workmen's compensation, and physical examinatio

What has been the experience with volunteer foster grandparents (turnover; reliability; relationship with children; etc.)?

In general, turnover, reliability, and relationships with children do not differ between volunteer and paid foster grandparents.

APPENDIX E

Booz, Allen Public Administration
Services, Inc.
1025 Connecticut Avenue, N.W.
Washington, D.C. 20036

ACTION Agency
Foster Grandparent Program
Project No. SRS-71-41

Office of Statistical Policy
Office of Management & Budget No. 116-S-71018
Approval Expires: April 30, 1972

Institution Name _____
Type of Institution _____
Administering Agency _____
Questionnaire Administrator _____
Date _____

FOSTER GRANDPARENT QUESTIONNAIRE

1. AGE

60-64	65-71	72-80	81 OR OVER

2. SEX

FEMALE	MALE

3. MARITAL STATUS

SINGLE, NEVER MARRIED	MARRIED	WIDOWED	DIVORCED	SEPARATED

4. WHAT WAS THE LAST GRADE THAT YOU COMPLETED IN SCHOOL?

NEVER ATTENDED SCHOOL	1-6	7-8	9-10	11-12	SOME COLLEGE

5. WHOM DO YOU LIVE WITH?

LIVE ALONE IN HOUSE OR APARTMENT	LIVE WITH FAMILY, RELATIVES, OR FRIENDS	LIVE IN HOME FOR THE ELDERLY	BOARDING HOUSE

OTHER, SPECIFY _____

6. WHAT THREE (3) THINGS HAVE MOST AFFECTED YOUR LIFE IN THE LAST FIVE (5) YEARS?

_____

_____

_____

7. DURING THE YEAR BEFORE JOINING THE FOSTER GRANDPARENT PROGRAM, DID YOU WORK 20 HOURS OR MORE A WEEK ON A REGULAR BASIS FOR PAY?

YES	NO

8. IF YOU WERE EVER EMPLOYED ON A FULL-TIME BASIS, WHAT WAS YOUR OCCUPATION BEFORE RETIRING?

_____

9. HOW DID YOU LEARN ABOUT THE FOSTER GRANDPARENT PROGRAM?

_____

10. DO YOU GET MORE MONEY NOW, BECAUSE YOU ARE A FOSTER GRANDPARENT, THAN YOU DID IN THE YEAR BEFORE BECOMING A FOSTER GRANDPARENT?

YES NO

IF NO DO NOT ANSWER QUESTION 11.

11. WHAT THREE (3) THINGS HAVE YOU BEEN SPENDING OR USING MOST OF THIS EXTRA MONEY ON? (CHECK THREE THINGS)

FOOD

CLOTHING AND PERSONAL ITEMS

RENT OR HOUSING

MEDICAL OR DENTAL CARE

HOUSEHOLD IMPROVEMENTS OR REPAIRS

SAVINGS

APPLIANCES

GIFTS, CHARITY, OR CHURCH DONATIONS

PAY OFF DEBTS

OTHERS, SPECIFY _____

12. HOW HAS YOUR HEALTH BEEN SINCE JOINING THE FOSTER GRANDPARENT PROGRAM, AS COMPARED WITH BEFORE YOU WERE IN THE PROGRAM?

MY HEALTH IS NOT AS GOOD	THE SAME	SOMEWHAT IMPROVED	MUCH IMPROVED

IF HEALTH IS [THE SAME] DO NOT ANSWER QUESTION 13.

13. IF YOUR HEALTH HAS CHANGED SINCE JOINING THE PROGRAM, DO YOU THINK THE REASON IS BECAUSE YOU ARE A FOSTER GRANDPARENT?

YES	NO

14. BECAUSE YOU ARE A FOSTER GRANDPARENT DO YOU FEEL: (CHECK ONE IN EACH GROUPING)

A.

LESS INDEPENDENT	FEELING OF INDEPENDENCE HAS NOT CHANGED	SOMEWHAT MORE INDEPENDENT	MUCH MORE INDEPENDENT

B.

LESS USEFUL TO OTHERS	FEELING OF USEFULNESS TO OTHERS HAS NOT CHANGED	SOMEWHAT MORE USEFUL TO OTHERS	MUCH MORE USEFUL TO OTHERS

BECAUSE YOU ARE A FOSTER GRANDPARENT DO YOU FEEL: (CHECK ONE IN EACH GROUPING)

C.

LONELIER	FEELING OF LONELINESS HAS NOT CHANGED	SOMEWHAT LESS LONELY	MUCH LESS LONELY

D.

LESS SATISFIED WITH LIFE	FEELING OF SATISFACTION WITH LIFE HAS NOT CHANGED	SOMEWHAT MORE SATISFIED WITH LIFE	MUCH MORE SATISFIED WITH LIFE

E.

LESS SELF-RESPECT	MY FEELING OF SELF-RESPECT HAS NOT CHANGED	SOMEWHAT MORE SELF-RESPECT	MUCH MORE SELF-RESPECT

F.

LESS HAPPY	I AM JUST AS HAPPY AS I WAS BEFORE	SOMEWHAT HAPPIER	MUCH HAPPIER

G.

LESS LOVED	JUST AS LOVED AS BEFORE	SOMEWHAT MORE LOVED	MUCH MORE LOVED

BECAUSE YOU ARE A FOSTER GRANDPARENT DO YOU: (CHECK ONE)

H.

WORRY MORE ABOUT MONEY	WORRY AS MUCH ABOUT MONEY AS BEFORE	WORRY SOMEWHAT LESS ABOUT MONEY	WORRY MUCH LESS ABOUT MONEY

15. HOW LONG HAVE YOU BEEN WORKING AS A FOSTER GRANDPARENT?

LESS THAN 1 MONTH	1-3 MONTHS	4-11 MONTHS	12-23 MONTHS	2-3 YEARS	MORE THAN 3 YEARS

16. WHAT CHANGES OR IMPROVEMENTS IN THE FOSTER GRANDPARENT PROGRAM WOULD YOU SUGGEST?

_____

_____

_____

_____

_____

_____

17. WHICH, IF ANY, OF THE FOLLOWING THINGS DID YOU OR YOUR HUSBAND/WIFE RECEIVE IN THE YEAR BEFORE JOINING THE FOSTER GRANDPARENT PROGRAM? (CHECK ALL THOSE THAT YOU RECEIVED)

_____ WELFARE (OLD AGE ASSISTANCE, AID TO FAMILIES WITH DEPENDENT CHILDREN, GENERAL ASSISTANCE, RENT SUBSIDY)

_____ PUBLIC HOUSING

_____ MEDICAID

_____ FOOD STAMPS/SURPLUS COMMODITIES

_____ NONE

18. WHICH OF THE FOLLOWING THINGS ARE YOU <u>NOW</u> RECEIVING? (CHECK ALL THOSE THAT YOU ARE RECEIVING)

_____ WELFARE (OLD AGE ASSISTANCE, AID TO FAMILIES WITH DEPENDENT CHILDREN, GENERAL ASSISTANCE, RENT SUBSIDY)

_____ PUBLIC HOUSING

_____ MEDICAID

_____ FOOD STAMPS/SURPLUS COMMODITIES

_____ NONE

19. WHAT IS THE MOST IMPORTANT THING YOU HAVE GAINED AS A RESULT OF BEING A FOSTER GRANDPARENT

_____

_____

_____

_____

THANK YOU FOR YOUR HELP

Booz, Allen Public
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Office of Statistical Policy
Office of Management & Budget No. 116-S-71018
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ACTION Agency
Foster Grandparent Program
Project No. SRS-71-41

Interviewee _____ Interviewer _____

Staff Position _____ Institution Name _____

Job Description _____ Type of Institution _____

Education _____ Date _____

INTERVIEW GUIDE FOR INSTITUTIONAL STAFF

1. How long have you worked with children who have foster grandparents?

   _____years _____months

2. How many of the children that you are responsible for currently have foster grandparents?

3. Do you know exactly which children currently have foster grandparents?

4. Are the children who currently have foster grandparents representative of those children who have been assigned foster grandparents in the past?

   _____yes _____no

5. How many foster grandparents currently work in your unit? _____

6. Of the foster grandchildren for whom you are presently responsible what, if any, changes have occurred within the children that you would directly attribute to their relationship with their foster grandparents? Please give the number of children that fall into each category.

	Cannot Make a Judgment*	Child Not Capable of Demonstrating the Behavior	Negative Effect	No Meaningful Change	Some Meaningful Progress	Substantial Progress
Physical Health						
General Disposition						
Peer Relations						
Relations with Authority Figures						
Sense of Security						
Self-Image						
Communication Skills						
Other Skill Development						
Maturity Level						
Anti-Social Behavior						
Performance in School						

*No opportunity to observe the behavior or don't feel qualified to make a judgment.

In general, to what aspect of the foster grandparent-child relationship do you attribute the changes indicated above?

7. To your knowledge, have any children, during the past year, made progress toward an early release from the institution as a result of having a foster grandparent? _____yes _____no

If yes, what percentage of children who had had foster grandparents, during the past year, would you estimate have made progress toward an early release as a result of the relationship? _____%

On the average, how much progress, in days or months, has been made per child?

_____days _____months

8. To your knowledge, will any children who have had a foster grandparent during the past year stay in the institution longer than they otherwise would have stayed?

_____yes _____no

If yes, what percentage of the children who have had foster grandparents during the past year would you estimate have stayed longer as a result of the relationship? _____%

On the average, how long have stays been extended, in days or months, per child? _____days _____months

9. To your knowledge, have the foster grandparents accelerated their children's progress to the point that special treatment programs could be terminated early (e.g., physical therapy, etc.)? (To be asked only of professionals in a special treatment program.)

   A. How many children have made progress? _____

   B. How early is termination? _____.

   C. Daily cost of special treatment per child _____

   D. Type of special treatment _____

10. Taking into consideration the time you spend supervising foster grandparents, does the Foster Grandparent Program result in a net savings or loss of time? _____yes _____no

Staff Position		Saved	Lost
Respondent_____	_____ Hrs.	_____	_____ per wk.
_____	_____ Hrs.	_____	_____ per wk.
_____	_____ Hrs.	_____	_____ per wk.
_____	_____ Hrs.	_____	_____ per wk.

11. If staff time is freed by the foster grandparents, how is this time used by staff members?

12. Do the foster grandparents fulfill needs of their foster grandchildren that, due to time, money, or other constraints could not otherwise be provided by the staff? _____yes _____no

    Explain:

13. In your opinion, what types of children are likely to benefit most from a relationship with a foster grandparent?

14. What, if any, changes would you suggest to improve the Foster Grandparent Program?

15. Has the presence of foster grandparents had an effect on the morale of regular institutional staff?

_____yes _____no

Explain:

16. Do volunteer foster grandparents work in your unit? _____yes _____no
How would you evaluate the benefits from the volunteer foster grandparents to the children as compared to that of the paid foster grandparents?

17. Do other volunteers work in your unit? _____yes _____no
(Each part of the question is to be completed separately from each group of volunteers.)

Criteria for selecting volunteers for comparison:

1. Activities of the Volunteers: A substantial proportion of the volunteer's time must be spent in child care activities similar to those performed by foster grandparents.

2. Volunteers must work a minimum of four hours per week on a regular schedule.

(a) If more than one volunteer program operates in the institution, what volunteer program are they working through?

(b) What activities do they perform?

(c) How would you compare the limitations of volunteers to those of foster grandparents?

(d) How would you compare the benefits provided by the volunteers to the children with the benefits that foster grandparents provide to the children?

Volunteers:

Provide fewer benefits to the children _____

Provide the same benefits to the children as to the foster grandparents _____

Provide greater benefits to children than do foster grandparents _____

18. Are there any aspects of the Foster Grandparent Program not covered in the interview on which you would like to comment?

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ACTION Agency
Foster Grandparent Program
Project No. SRS-71-41

Name:
Position :
Institution:
Location:

Type of Institution:
Interviewer:
Date:
Connection with FGP:

INTERVIEW GUIDE FOR INSTITUTION ADMINISTRATORS

1. How long has the Foster Grandparent Program been in operation in the institution? _____months

2. How long have you worked with the Program? _____months

3. How many children does the institution have?

4. How many children have been served by foster grandparents over the period of the program?

   How many children have been served by foster grandparents over the past 12 months? _____

5. What is the average daily cost per child in this setting? $_____

6. What are the real annual (versus budgeted) costs of the Foster Grandparent Program to the institution for the current project year?

	TOTAL
Meals (cost to institution, not what is budgeted)	$
Transportation	$
Space (only if specific space is reserved for the use of the Foster Grandparent Program)	$
Materials	$
Administrative (coordination and planning with Foster Grandparent Program)	$
Other costs, specify:	
_____	$
_____	$
_____	$
_____	$

7. What categories of staff personnel could be assisted by the work of the foster grandparents and what is the average salary cost (direct pay plus fringes) of each category?

8. Do you think foster grandparents are a necessary compliment to the staff? _____yes _____no

Explain:

9. From the institution's point of view, do the activities of the foster grandparents benefit the institution and the children sufficiently to justify a cost of approximately $1.80 to $2.25 (salary + benefits) per hour? _____yes _____no

(If yes, ask second part of question.)

If the program was removed from the setting, would the institution establish its own internally-funded foster grandparent program?

_____yes _____no

10. What are the most significant benefits to the institution from the Foster Grandparent Program?

11. What problems, if any, have arisen within the institution as a result of, or related to the Foster Grandparent Program?

12. Could you use additional Foster Grandparents at the institution?
_____yes _____no How many?_____

13. Are you aware of any administrative problems in the Foster Grandparent project? _____yes _____no

Explain:

14. What changes, if any, would you like to see take place in the Foster Grandparent Program?

15. Do you have any volunteer programs currently operating at the institution? _____yes _____no

A. Please characterize the volunteer programs in operation--objectives of program; types of volunteers; activities performed; etc.

For Volunteer Programs Similar to the Foster Grandparents Program

(Questions 16 through 18 are to be completed separately for each group of volunteers.)

Criteria for selecting volunteers for comparison:

1. Activities of the Volunteers: A substantial proportion of the volunteer's time must be spent in child care activities similar to those performed by foster grandparents.

2. Volunteers must work a minimum of four hours per week on a regular schedule.

16. What differences, if any, do you see in the child care activities performed by foster grandparents, as compared with volunteers?

17. Is the turnover rate different for foster grandparents, as compared with volunteers? _____yes _____no

If there is a difference, what kind of effect does it have on the children?

18. How would you compare the benefits that children receive from volunteers to those they receive from foster grandparents?

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ACTION Agency
Foster Grandparent Program
Project No. SRS-71-41

Interviewer	Agency
Interviewee	Type of Agency
Position	Location
Date	Grantee or Delegate

INTERVIEW GUIDE FOR GRANTEES AND DELEGATES

1. What functions does the Agency perform and what responsibilities does the Agency have in connection with the Foster Grandparent project?

2. What are the actual costs of performing its administrative functions during the current budget year? What administrative costs are included in the FGP budget?

	Cost of Staff Time (Salaries and Fringe Benefits) Consumed by FGP Activities	Cost of Materials, Supplies, and Travel Related to the FGP	Space Costs (If Office Space Is Allocated to the Exclusive Use of the FGP Project)
Actual Costs			
Project Budgeted Costs			

3. What are the sources of funds (including in-kind contributions) that are used by the project during the curren project year? How much from each?

	FGP Budget	Unbudgeted
A. Federal Contributions		
B. State Contributions		
C. Local Contributions		

4. Are there any administrative difficulties with the project?

A.	Flow of funds and accounting
B.	Policy decisions (authority and responsibility)
C.	Federal legislation, regulations, and guidelines
D.	Operating difficulties
E.	Other

5. Is it necessary and/or desirable to have both a Grantee and a Delegate? Why?

6. Are there specific advantages or disadvantages in having a CAP agency as a Grantee or Delegate

Are there any other types of agencies (e.g., Division of Aging, Department of Mental Health, Red Cross, etc.) which offer any advantages or disadvantages in acting as a Grantee or Delegate?

7. What changes, if any, would you suggest in the guidelines or requirements of the National Foster Grandparent Program?

8. What are the actual and budgeted costs for the current budget year for the following items? [To be asked of the operating agency only]

	Cost of the Foster Grandparent Project Staff Time [Salary and Fringe Benefits]	Cost of Materials, Supplies, Equipment, and Travel	Space Costs [If Office Space is Allocated to the Exclusive Use of the Project]	Costs Associated With the Administration or Operation of the Advisory Council	Costs of Consultant and Contract Services	Other Costs
Actual Costs						
Project Budgeted Costs						

9. At what sites (names, locations, and types) are foster grandparents working? How many foster grandparents at each site (currently and budgeted for the year)? How many children being served by foster grandparents currently and over one year?

Name	Location	Type of Setting	Number of Foster Grandparents		Number of Children	
			Currently	Budgeted for Year	Currently Being Served	Budgeted for Year

10. What is the annual turnover rate of foster grandparents? What are the usual reasons for leaving the project?

[To be asked of the operating agency only]

11. For the sites we visited, what are the actual and budgeted costs for the current budget year for the following items? What are the sources of funds for these items?

Item	Actual Costs	Budgeted Costs	Source(s) of Funds		
			Federal	State	Local
(a) Foster Grandparent stipends					
(b) Social Security payments					
(c) Accident insurance					
(d) Transportation					
(e) Meals					
(f) Physical Examination					
(g) Uniforms or smocks					
(h) Social activities					
(i) Other					

12. What is the reported yearly family income of foster grandparents (include only those who have been employed for one year or more in the FGP)?

Family Size	Social Security	Annuity	Pension	Rental Property	Interest	Wages	Stocks and Bonds	Public Assistance	Other
Pre-FGP									
Post FGP									

13. Has the project had any volunteer foster grandparents?

_____ yes _____ no

How many has the project had? _____

What have been the costs associated with these volunteers [e.g., costs of training and orientation, transportation, physical examinations, meals, uniforms or smocks, workmen's compensation, etc.]?

Do benefits (other than salary) differ for the volunteers as compared with the paid foster grandparents? _____ yes _____ no

Explain:

What has been the experience with volunteer Foster Grandparents (turnover; reliability; relationship with children; etc.)?

14. Are there any problems administering the project at the different program settings?

15. In what type of setting does the Foster Grandparent Program operate most effectively? Why?

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